*FM 100-7

Field Manual
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DECISIVE FORCE:
The Army In Theater Operations

Contents

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Preface

This manual guides US Army forces (ARFOR) functioning at the operational level of war in concert with joint, multinational, and/or interagency organizations. It describes how the Army service component commander (ASCC), previously known as the theater army commander, applies the FM 100-5[1] fundamentals to ARFOR operating within a theater of operations. This is the Army's manual on *operational art* focused at the operational level of war: the link among theater strategy, campaign plans, and tactics and the bridge between theaterwide campaigns and localized battles and engagements.

This manual delineates the *National Security Strategy, National Military Strategy,* joint doctrine, and Army doctrine—that is, FM 100-5. It applies to the conduct of operations across the range of military operations and fills a doctrinal void. This is the first operational- level-of-war doctrinal manual to address the roles and functions of the Army service component and how the ASCC relates to the commander in chief (CINC), peers, and subordinates within the theater structure of the unified command. Additionally, this manual describes the ARFOR in a combatant commander's theater strategic and operational environments. It clarifies the various roles and responsibilities of senior army commanders in theater.

The manual outlines principles and functions for planning and conducting subordinate campaigns and major operations that require the integration of Army combat capabilities and support activities within a joint, multinational, or interagency framework. The manual describes Army operations, including force projection, throughout the full range of military operations—*war* and *military operations other than war (MOOTW)*.

FM 100-7 is designed to assist ASCCs, ARFOR commanders, and other senior army commanders and their staffs to develop a framework necessary to translate strategic guidance into operational and tactical execution in joint, multinational, and interagency environments. This manual implements relevant joint doctrine, incorporates lessons learned from recent operations, and conforms with the Army's keystone doctrine. Additionally, it links FM 100-15,[2] FM 100-16,[3] FM 100-20,[4] FM 100-25,[5] and other tactical and logistics doctrinal manuals with joint and Army capstone manuals.

The proponent of this manual is HQ TRADOC. Send comments and recommendations on DA Form 2028 directly to Commander, US Army Training and Doctrine Command, ATTN: ATDO-A, Fort Monroe, VA 23651-5000.

> **Unless this publication states otherwise, masculine nouns or pronouns do not refer exclusively to men.**

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1. *Operations,* 14 June 1993.

2. *Corps Operations,* September 1989.

3. *Army Operational Support* (final draft), 4 April 1994.

4. *Military Operations in Low Intensity Conflict,* December 1990.

5. *Doctrine for Army Special Operations Forces,* 1 January 1991.

Introduction

The nation needs an Army to defeat our enemies, and it also needs an Army to deter potential foes, reassure and lend stability to our allies, and in times of emergency lend support to our communities at home.

Togo D. West, Jr., Secretary of the Army
General Gordon R. Sullivan, Chief of Staff, United States Army
Decisive Victory: America's Projection Army, A White Paper
October 1994

The nation's force for conducting prompt and sustained land combat is the Army. This has been the Army's mission throughout history. Its unique contribution to the joint team is its ability to dominate the land, including populations and resources. Army in-theater operations must support the nation's and theater commander's strategic intent and be synchronized with his strategic concept of operation.

The Army conducts operations as part of or in support of a joint and multinational force or with a US-only joint force to protect American vital national interests. The Army is the strategic component of the nation's military power that performs contingency force projection and sustained land operations to protect and further national interests. In response to the needs of America's national security interests, the Army is prepared to fight and win. The Army also assists the nation by conducting MOOTW.

- As an instrument of American policy, the Army must be ready to provide the nation a variety of tools to influence the international environment and ultimately force a decision. To do this, the Army must be *ready, deployable,* and *versatile.*

- It must be able to deploy throughout the world in a timely manner—a requirement that touches every aspect of the force.

- It must be lethal. Lethality is essential to the ability to win with minimum casualties, ensuring the rapid conclusion of hostilities and conflict resolution.

- It must be robust—structured, tailored, trained, and sustained to meet our nation's requirements.

- It must be expansible. Deterrence and rapid conflict resolution require the generation of superior combat power. Expansibility provides the required combat power at the required time—positioned on the battlefield and prepared to accomplish its purpose. The total Army (active and reserve components) must be expansible. The norm must be efficient and rapid mobilization and transition of reserve component personnel and organizations to active component status to reinforce or expand the active component to meet operational requirements across the range of military operations.

The senior army commander in a theater of operations performs three basic tasks:

- Establishes and maintains linkages to joint, multinational, interagency, nongovernment organizations (NGOs), and private voluntary organizations (PVOs).

- Provides logistical support to ARFOR and, when directed, to other services, allies, or multinational forces.

- Conducts major land operations to support the campaign or subordinate campaigns when assigned by the CINC as an operational-level commander to accomplish the joint commander's theater strategic and operational objectives.

With the advice and assistance of the Chairman of the Joint Chiefs of Staff (CJCS), the President—through the Secretary of Defense (SECDEF)—establishes the chain of command to the military departments for service functions and to the commanders of combatant commands for missions and forces assigned to their commands.[6] The senior army leader in unified or subunified commands beneath the combatant commander is designated the ASCC.[7] The senior army commander in the theater operates within the chain of command. He answers to the theater commander—known as the CINC—for operations and receives logistics and administration from his service. He prosecutes the logistics and administration responsibilities through administrative control (ADCON) authorized by the Secretary of the Army and the Army Chief of Staff.

ADCON is subject to the CINC's command authority (COCOM). The services operate under the authority, direction, and control of the SECDEF through the secretary of the military departments. This traditional service branch of the chain of command—for purposes of organizing, training, and equipping forces to fulfill specific combat functions and for administering and supporting such forces—runs from the President, through the SECDEF, to the Secretary of the Army, to the Department of the Army for ARFOR not assigned to a combatant commander. This service branch of the chain of command is separate and distinct from the chain of command that exists within a combatant command.

The CINC practices operational art. When the CINC assigns the senior army commander a warfighting mission, he also practices operational art. The joint force commander (JFC)—a term applied to a commander authorized to exercise COCOM or operational control (OPCON) over a joint force—plans, conducts, and supports theater campaigns, subordinate campaigns, major operations, and battles. His success is measured by the accomplishment of theater strategic objectives. Army commanders in joint and multinational operations function at the operational level of war, thus requiring a broad perspective. They link theater strategy and campaigns to tactical execution. ASCCs and senior army commanders use operational art—the skillful planning, conduct, and support of theater strategy, campaigns, major operations, and battles by ARFOR to attain strategic or operational objectives.

In a joint environment, when the Army is the dominant land force conducting major operations requiring decisive force, the CINC may assign the ARFOR commander as the joint force land component commander (JFLCC).[8] As the JFLCC, he must integrate and synchronize all available assets to accomplish the mission with minimum casualties in terms favorable to the US and its alliance or coalition partners.

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6. The commander of a unified or specified command.

7. The commander in chief and members of his staff are precluded from being a service component commander.

8. Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*, 11 August 1994.

PART ONE

Background

Commanders employ forces within the three states (peacetime, conflict, and war) of the theater strategic environment. Army commanders, particularly at the operational level, operate with other services, government agencies, United Nations (UN) agencies, nongovernmental organizations (NGOs), private voluntary organizations (PVOs), and multinational partners. These unified operations—joint, multinational, and interagency efforts—require a thorough understanding of Army capabilities as they contribute to the unified structure. Combatant commands and theaters form the unified structure for this organizational environment. A combatant command is one of the unified or specified commands established by the President. A theater is the geographical area outside the continental United States (CONUS) for which a commander of a unified command has been assigned military responsibility. Combatant commanders conduct unified operations.

To discuss the US Army in theater operations at the operational level of war, commanders must understand the theater strategic and operational environment. To do that, they must understand the fundamentals that define that strategic environment and how the application of those fundamentals affects Army operations. Chapter 1 discusses planning and execution of major operations, operational art, operations in war, and military operations other than war (MOOTW). Chapter 2 describes the national and theater strategic environments and provides a means to assess Army operations at the operational level. Chapter 3 examines how the commander in chief (CINC) and the Army service component commander (ASCC) apply operational art and design. Operational art and design are the linkage between execution of tactical operations and campaign plans to obtain strategic objectives in theater. These chapters provide the basis necessary for understanding Army operations at the operational level.

Chapter 1

Decisive Victory

In peacetime, conflict, and war, the Army is the nation's predominant decisive land force. Whenever the Army is called upon, it fights to win and operates to achieve decisive results at minimum cost to life and treasure. Army forces (ARFOR) in combat seek to impose their will on the enemy. In MOOTW, they seek to create, set, or control conditions to achieve their purpose. The standard is to achieve the military commander's end state within the strategic end state articulated by the National Command Authorities (NCA).

PLANNING AND EXECUTION

In today's global-based, force-projection Army, planning and executing major operations to support a theater campaign is a formidable task. The theater strategic environment is uncertain and dynamic, with ever-increasing threats and instabilities. Still, the opportunities for peace, growth, and stability are evident. Army capabilities to succeed in leveraging the environment consistent with national policy and strategy is

the key. Commanders at all levels must organize, resource, train, and employ their forces to be *the decisive force* when and where required. The Army operational-level commander's challenge is to shape the military environment and set the conditions for decisive results or victory—unqualified success in all major operations, whether in peacetime, conflict, or war. This chapter is synchronized with Joint Pubs 1, 0-2, 3-0, 4-0, and 5-0; multiservice publications (FMFM 1, NDP 1, AFM 1); and Army FMs 100-1 and 100-5.

THEATER CAMPAIGN

The theater campaign is the focus of army operations in war, conflict, or peacetime. It is linked to a theater strategy. The campaign is a series of related and integrated major operations with strategic, operational, and tactical complementary actions simultaneously and sequentially arranged to accomplish national strategic, theater strategic, and operational objectives within a given time and space. The campaign plan describes the conduct of air, land, sea, space, and special operations. If appropriate, it also includes interagency operations, NGOs and PVOs, and multinational operations, often in relation to UN actions. To win rapidly and decisively, both combat and noncombat operations occur simultaneously throughout the combatant commander's campaign space and the operational-level commander's battle space and against the enemy's theater depths.

In wartime, a broadly conceived theater campaign plan normally involves the employment of large unified and joint forces. A single, unifying strategic concept of operations synchronizes the actions taken at each level of war against the enemy's depth. The intent is to concentrate strategically the decisive force, simultaneously destroying and disrupting key enemy capabilities and functions, and exploiting the resultant strategic advantage and initiative before the enemy can react. Achieving the theater strategic objectives, while striving to incur minimum casualties, is the measure of success.

Other campaigns may also be broad in scope but usually call for smaller forces and may include UN forces as well as other international agencies, NGOs, PVOs, and US Government agencies. Also based on theater strategies, these campaigns involve a series of integrated operations with strategic aims at international, national, and theater levels. The intent is to establish and maintain the desired military conditions while employing a wide range of military and nonmilitary capabilities to achieve theater strategic and operational objectives.

Campaigns covering the full range of military operations demand plans with sound linkages between theater strategy, the campaign plan, and major operations plans. The theater campaign must include forward-deployed forces and force-projection forces involved in peacetime engagement— for example, the Partnership for Peace Program, multilateral training, meetings—all part of the CINC's strategy.

THEATER STRATEGY, CAMPAIGN, AND MAJOR OPERATIONS LINKAGES

The vital linkage between national and theater strategic direction and the tactical employment of forces on the battlefield takes place in major operational-level planning. The theater strategy and campaign relate the ends, ways, and means of national strategy to the outcomes, methods, and resources for operational activities. Translating national, alliance, or coalition guidance, the theater commander devises theater strategic objectives, concepts, and resource implications for a broad range of activities in the theater, including provisions for both war and MOOTW. The theater strategy is the foundation for the campaign plan and forms the framework for the employment of forces.

With the outbreak of crisis or, more optimally, in anticipation of an outbreak, the CINC modifies portions of his strategy and campaign and, when necessary, develops a new campaign plan. His critical tasks are to identify the military operations that will achieve the desired military end state, thereby contributing to conditions for achieving the strategic end state. The military end state normally represents the conditions the CINC wants the campaign to achieve and is reflected

in his mission statement, concept, and intent. The NCA normally directs the military to support other elements of national power to achieve a strategic end state that may be broader in scope than the necessary military end state. The intent of the CINC to meet the necessary military end state must be nested inside the broader intent of the NCA. Within the theater of war and theaters of operations, the CINC's campaign plan supports the strategic intent, concepts, and objectives.

Operational-level commanders set the conditions for tactical plans and support the campaign with operational intents, concepts, and objectives. Commanders at the tactical level ensure their intents, concepts, and objectives are nested within those of the operational-level commander. Regardless of level, Army commanders consider the objective factors of mission, enemy, terrain, troops-time available (METT-T) in their battle space to achieve dominance over the enemy and to protect the force.

MAJOR OPERATIONS

Commanders of major operations require a fundamental understanding of the principles of planning. Operational and tactical planning share the same basic, self-evident requirements—a complete definition of the mission, clarity of the commander's intent, thoroughness of estimates, and sound concepts of operations. At the operational level, the imperative is to remain capable of responding to continually changing conditions. These principles assist operational-level planners significantly.

Mission

To the Army operational-level commander, a mission is more than expressing what the unit must accomplish and for what purpose. In analyzing the mission, he considers his superiors' intent and the battle space and anticipates the missions that could logically follow from the mission in the campaign plan. Anticipating and staying ahead of change requires the operational-level commander to continuously reassess the stated mission in light of changing strategic and operational conditions. Subordinates still require clear, understandable statements of mission and intent before and during battle. In assigning missions, commanders consider that nested concepts contribute to the unified effort and dominance of the enemy.

Estimates

Just as at the tactical level, the operational-level commander's continuous estimate assists commanders in choosing the best course of action (COA) and in making adjustments to changing situations during execution. Commanders first consider the enemy's capabilities, his likely intent and COA, and wargame friendly alternatives to get from the current friendly state to the desired military end state. Once a commander selects a COA, he articulates the operational concept—a description of his vision for the operation. He also begins to formulate ways to support the CINC's plan to keep the public informed of the campaign, thereby gaining its understanding and support. The result of the estimate is an accurate assessment of the current enemy and friendly situation, a refined understanding of the mission, and a clear expression of alternatives, which is the basis for the rest of the plan.

Estimates never stop. Operational-level commanders continually review the situation by—

- Visiting subordinates and getting their estimates
- Observing operations.
- Meeting with higher and adjacent commanders.
- Receiving updated intelligence and information about support efforts.

Commanders revise their concepts accordingly. During the execution of the plan, they may adjust the operation. Estimates include changes in military and strategic conditions as a basis for future missions. Further consideration of estimates is important for resource allocation changes, particularly in support operations.

Commander's Intent

After mission analysis, the operational-level commander clearly describes the

operation's purpose, the desired end state, the degree of acceptable risk, and the method of unifying focus for all subordinate elements. The operational-level commander's intent contains the intent statement of the next senior commander in the chain of command. The commander's intent is meant to be a constant reference point for subordinates to discipline their efforts. It helps them focus on what they have to do to achieve success, even under changed conditions when plans and concepts no longer apply. For major operations, a clear statement of intent is essential to successful integration and synchronization of effort, including support operations throughout the depth of the battle space.

Concept of Operations

The concept of operations describes how a commander visualizes the major operation unfolding. The concept is based on the selected COA to accomplish the mission, expressing *what, where,* and *how* the various subordinate operations will affect the enemy. The concept addresses the sequence and timing of events most likely to produce the desired end state. Support, in particular, can be a dominant factor in the determination of the nature and tempo of operations. Operational-level commanders answer these questions—what, where, and how—in sufficient detail for the staff and subordinate commanders to understand what they are to do, how they are to fight, and how they are to provide support for the fight. In the concept of operations, subordinate commanders describe how they

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Historical Perspective

The commander of VII Corps had received his order to attack into Iraq. En route to his headquarters he wrote out his intent for the operation: I intend to conduct a swift, violent series of attacks to destroy RGFC [Republican Guard Forces Command] and minimize our own casualties. Speed, tempo, and a coordinated air-land campaign are key. I want Iraqi forces to move so we can attack them throughout the depth of their formations by fire, maneuver, and air. The first phases of our operation will be deliberate and rehearsed. The latter will be more METT-T-dependent. We will conduct a deliberate breach with precision and synchronization resulting from precise targeting and continuous rehearsals. Once through the breach, I intend to defeat forces to the east rapidly, with one division as an economy of force, and pass three divisions and the ACR [armored cavalry regiment] as the point of main effort to the west of that action to destroy RGFC in a fast-moving battle with zones of action and agile forces attacking by fire, maneuver, and air. CSS must keep up because I intend no pauses. We must strike hard and continually and finish rapidly.

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see the actions of each unit fitting together to accomplish the mission. They describe their view of probable enemy actions and how they plan to defeat the enemy. The operational-level commander ensures that his concept is consistent with his intent, the intent of the CINC, and the strategic purpose of the campaign.

OPERATIONAL ART

The subordinate commanders' application of operational art begins with understanding the theater strategic concept and guidance about the military end state. As strategic realities tend to constrain the strategic possibilities, the guidance also limits operational-level possibilities. Directly stated, strategic guidance allows the operational-level commander to proceed along clear lines in planning an operational concept to support a desired military end state.

Every subordinate campaign or operation plan (O-PLAN) requires an overarching operational concept. The subordinate joint force commander (JFC) is normally responsible for the concept—an idea that is initially a product of the higher commander's intent, mission analysis, personal estimate of the situation, and creative imagination and intuitive judgment. Initially, it exists only in his mind. Yet, the operational concept must be clearly articulated relative to the conditions in which it will apply. No finite set of principles

exists to help in formulating an operational concept, but history has validated the application of several key military notions or concepts.

Three commonly used concepts are center of gravity, lines of operations, and decisive points. Center of gravity usually relates to the main enemy force or capability. The concept of center of gravity is useful as a tool to analyze enemy strengths and vulnerabilities. By identifying and controlling decisive points, commanders gain a marked advantage over the enemy and can influence the outcome of an action. A line of operation connecting a force with its base of operations is useful for focusing the effects of combat power toward a desired outcome. A commander who uses more than one line of operation produces flexibility and creates opportunities for success. By applying all three concepts, either separately or in concert, the commander forms a concept to set conditions for operations and battles with conclusive, and sometimes, decisive results. Other useful theoretical concepts include culminating point, synergy, simultaneity and depth, anticipation, leverage, tempo, direct versus indirect approach, and termination.

In developing the concept, operational-level commanders should consider alternatives that lead to *decisive* operations and battles.

These operations are key to determining the outcome of engagements, battles, and major operations. Many other operations support decisive operations. For example, two supporting ground battles, an interdiction operation, and a deception operation all could support a separate, decisive ground battle during a single phase of a campaign.

Commanders at all levels provide focus by designating the main effort and *supporting* efforts, which help set priorities, determine risks, and unify the effort. The operational-level commander focuses by applying structure to the theater of war and his area of responsibility (AOR). Structure is a product of the strategic objectives, forces allocated for the theater, a concept for their employment, the factors of METT-T, and the presence of alliance or coalition structures.

Thinking more broadly and outside the structure, the commander synchronizes major actions within his battle space. The operational-level operating systems— *movement and maneuver, fires, protection, battle command, intelligence,* and *combat service support (CSS)*— are logical ways for commanders to describe systematically the integration of functions that occurs in each phase of the campaign plan within a given battle space.

OPERATIONS IN WAR

The Army operational-level commander dominates land combat to provide decisive results for the CINC. He recommends force projection into theaters; links strategy and campaigns to major operations and tactics through battle dynamics (described later in this chapter); integrates assigned and supporting joint capabilities effectively; and transitions smoothly from crisis back to peacetime. The Army operational-level commander also understands all aspects of the CINC's intent. More than merely comprehending the Army or land force role in the joint operation, he understands the planning considerations of the other service operational-level commanders and ensures a mutual understanding and contribution to the accomplishment of all subordinate missions.

He also realizes that the joint team shares limited resources. The CINC's vision for the campaign provides direction for the allocation of these limited resources. Most significantly, the Army operational-level commander recognizes that theater success requires more than the success of a single service component; it requires unified success of the joint team, as directed by the CINC.

FORCE PROJECTION AND EARLY ENTRY

Power projection is the ability of the US to apply any combination of economic, diplomatic, informational, or military instruments of national power. An effective power-projection capability serves to deter potential adversaries,

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Historical Perspective

Operation Just Cause began in the early hours of 20 December 1989, as a United States (US) joint force conducted multiple, simultaneous strikes in the Republic of Panama. Elements of the Army's XVIII Airborne Corps formed the core of the US Southern Command's Joint Task Force (JTF) South in this force-projection operation. Forward-presence forces, special operations forces (SOF), parachute assault forces, and air elements of the joint force simultaneously attacked or secured 27 critical objectives throughout the depth of the JFC's and enemy's battle space. The synchronized attack of enemy command and control [C^2] facilities and troop concentrations paralyzed and crushed the Panamanian Defense Force. The objectives included US family housing areas and critical US facilities, which JTF South secured during the attack on Panamanian forces. American forces established effective control of most Panamanian military targets and much of the infrastructure within 24 hours, with limited casualties.

The redeployment of conventional forces to CONUS began before the joint staff terminated Operation Just Cause. Limited military police and elements of the 82d Airborne Division departed Panama as other forces continued efforts to secure outlying regions of the country. These critical Army crisis-response forces returned to home stations to reestablish quickly their peacetime readiness posture.

Historians may declare Operation Just Cause as the first war of the twenty-first century. The speed and scope of the force projection, the simultaneity and depth of attacks at all levels of war, the integration of combat and MOOTW, and the rapid reconstitution of national strategic capabilities provide a model for future conflicts.

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conduct joint, multinational, and interagency operations anywhere in the world from CONUS or forward-deployed locations.

Ensuring the projection of lethal force worldwide represents the operational-level commander's most critical and difficult task. This task is essential because power projection forms a central element of the *US National Security Strategy*. This task is challenging because it requires the operational-level commander to deploy limited forces thousands of miles and conduct a high-stakes, come-as-you-are operation. The importance of the anticipation, balance, and timing of offensive operations represents three critical force-projection considerations.

Anticipation

The operational-level commander improves his ability to project decisive force through anticipation. Predeployment and deployment decisions are crucial. Made under conditions of great uncertainty and friction, these decisions influence the success of entry, combat, and postconflict operations. Once made, the decisions are most often irretrievable. The operational-level commander improves these early decisions by anticipating alert and deployment. Anticipation also plays a key role throughout the deployment. Time remains a critical resource, while ambiguity and uncertainty continue to cloud the environment. Continuous force tracking, total asset visibility, and continuous intelligence-preparation-of-the-theater enable the operational-level commander to anticipate changes and maximize his freedom of action.

Balance

The most difficult predeployment decisions in support of the campaign plan concern force mix and balance. The operational-level commander must resolve requirements for quick, decisive victory with strategic constraints and uncertainty. Initially, he must seek a balance in joint capabilities instead of a balanced ARFOR. He will want to deploy credible, lethal forces early, but limited strategic lift, undeveloped theater infrastructure, and time constraints may prevent him from doing so. Conversely, he may require the maximum amount of combat power

at the cost of logistical support. Either way, the CINC can seldom afford duplicate capabilities among elements of the joint team. Maritime air and amphibious capabilities, naval gunfire, and fleet ballistic missiles represent lethal force often available to support early entry operations. These or other forward-presence forces may protect the lodgment, deter enemy attack, or initiate limited offensive operations if conditions limit the early entry of fully balanced Army combat power. The operational-level commander must exploit forward-presence forces; split-based operations; and host nation, coalition, and joint assets to balance early entry capabilities.

Timing

The operational-level commander also faces a critical decision as he plans the transition to offensive operations. Early entry units may initially secure the lodgment as additional forces arrive. However, American operations doctrine and the situation will prevent long-term defensive operations. The operational-level commander must decide when he has sufficient combat capability to transition to offensive operations. He must also consider other joint capabilities that complement Army force projection characteristics. He must apply the CINC's intent and guidance to evaluate trade-offs between the time required to assemble overwhelming combat force and the benefits of early offensive action against an enemy that is consolidating gains or preparing for offensive action. The preferred model remains Operation Just Cause, which emphasized overwhelming and paralyzing the enemy through decisive, simultaneous strikes throughout the depth of the battle space. This action resulted in minimal losses and rapid strategic conclusion.

BATTLE DYNAMICS WITHIN THE THEATER

Operational art links success in tactical engagements and battles with strategic aims. The aspects of battle dynamics establish this relationship: *battle command; battle space; depth and simultaneous attack; early entry, lethality, and survivability;* and *CSS.* Although FM 100-5 describes each of these dynamics,

TRADOC Pamphlet 525-5 is the first document that codifies the elements of battle dynamics.

Battle Command

Battle command describes one dimension of the linkage among strategy, operations, and tactics. Battle command is a commander's mental decision-making frame work. The attributes of battle command—assigning missions, prioritizing and allocating resources, assessing and taking risks, guiding and motivating the organization—contribute to positive impact on commanders at critical points in the battle or on the battlefield. Commanders visualize current and future states of friendly and enemy forces and then formulate concepts of operation to accomplish the mission. The Army operational-level commander faces unique responsibilities in this area. Time constraints and requirements during force projection strain the process of translating theater strategy and design into operational design and tactical objectives. The Army operational-level commander may proceed through the first iteration of the estimate process concurrently with the CINC and subordinate Army commanders. Consequently, the CINC may not fully develop and communicate his strategy in military terms early enough to support parallel planning. The Army operational-level commander must translate nonmilitary theater end states into clear military objectives to support the planning of his staff and subordinate commands.

Battle Space

Battle space characterizes another facet of the linkage among the levels of war. It represents the domain in which commanders conduct their operations at the tactical, operational, and theater strategic levels. The Army operational-level commander's battle space forms a subset of the CINC's and contains the battle space of all subordinate commanders. Its physical volume expands or contracts in relation to the Army operational-level commander's ability to acquire and engage the enemy. It includes the breadth, depth, and height in which he positions and moves assets over time. It also reflects the capabilities of the intelligence systems that support him and the deep operations

capabilities of the units and systems that support his command. The Army operational-level commander's battle space may extend beyond his operations area, and it may not be contiguous. It also extends back to CONUS, to include the deployment and logistical systems that support Army operations in theater.

Depth and Simultaneous Attack

Depth and simultaneous attack reinforce the linkage among strategy, operations, and tactics. The operational-level commander supports the CINC's aims by dominating the opponent in his battle space through depth and simultaneous attack. The operational-level commander cannot maximize depth through unilateral action. To achieve it, he must link the levels of war by augmenting his intelligence and deep operations systems with joint capabilities. The operational-level commander also joins the levels of war through simultaneous attack. His efforts to achieve simultaneity concentrate the effects of engagements, battles, and major operations in the dimension of time. Resulting concurrent operations at all levels of war increase the requirement for tightly integrated activities. Application of depth and simultaneous attack blurs the boundaries among tactics, operations, and strategy.

Early Entry, Lethality, and Survivability

Early entry forces are those operational deploying forces required to support the CINC or other JFC concepts of operations in a precrisis or crisis situation. Early entry forces must be able to deploy rapidly, enter the operational area, and secure the lodgment. They must either immediately have a decisive effect or create conditions for the arrival of substantial follow-on forces that can then conduct decisive operations. Early entry forces must consist of lethal and survivable units tailored to support or carry out the operational intent of the JFC.

Combat Service Support

The functions of CSS have not changed in many centuries. Logisticians have and will continue to have similar requirements to arm, fuel, fix, move, and sustain soldiers and their systems. The primary differences are in the execution of the support provided. These differences are a result of diplomatic, economic, social, and technological changes. Successful armies recognize and adapt to this change, harness it to their benefit, and are ultimately victorious.

Rapid force projection from CONUS, extended lines of communication (LOCs), and potential forcible entry into logistically bare-based areas of operations (AOs) require Army development of a CSS system that is versatile, deployable, and expansible. The CSS system must be as capable as the joint and multinational forces, to include the SOF, it supports. The CSS system must include both the deployed force and the sustainment base. Its purpose must be to maintain readiness and sustain ARFOR in all operations across the range of military operations and at all levels of war—strategic, operational and tactical. The focus of the CSS system must continue to be soldiers and their weapons systems.

INTEGRATION OF JOINT CAPABILITIES

The operational-level commander plays a critical role in integrating joint capabilities. He understands all aspects of the CINC's intent and recognizes the importance of unity of effort. These two abilities underpin the concept of integrated joint capabilities. The operational-level commander integrates joint capabilities during the land phase of joint operations and as a service component commander reinforcing other members of the joint team.

The operational-level commander is the primary coordinator and integrator of joint capabilities during decisive land operations. The CINC seeks combinations of forces and actions to achieve concentration in various dimensions throughout all phases of the campaign. During the decisive phase of joint operations, the operational-level commander becomes the integrator of joint capabilities within his battle space. During this phase, the CINC coordinates the availability of resources and integrates supporting joint force operations elsewhere in the theater. The operational-level commander synchronizes the actions of theater intelligence assets, naval

gunfire and fleet ballistic missiles, air interdiction, close air support (CAS), joint electronic warfare assets, SOF, and other joint and national assets. He and his staff must exploit the capabilities of these resources.

The operational-level commander also integrates joint operations indirectly through the support of other services. He contributes to the integration of operations in which the CINC assigns him support missions. The attack of enemy air defenses to support air operations and the attack of small enemy naval vessels in support of maritime operations during the Gulf War are two examples of this. The operational-level commander also seeks opportunities to integrate his capabilities into the operations of the other members of the joint force. He understands the planning considerations of air, maritime, and SOF and seeks opportunities to contribute to unity of effort and the accomplishment of other service missions.

TRANSITION TO PEACETIME OR WAR

The operational-level commander considers postconflict operations early in the planning process. They fall in two broad categories:

- Actions to restore order and normal social activities following armed conflict.

- Operations to reestablish precrisis readiness levels.

Early decisions concerning mobilization and deployment establish conditions for critical postconflict operations. Long-term solutions to regional crises usually require more than the defeat of the enemy's military. The operational-level commander develops plans for conflict termination and postconflict operations early. He reviews them as branches and sequels to deployment and combat operations and plans for simultaneous combat. ARFOR assist the JFC in supporting the host nation with operations to handle refugees, clear minefield for immediate tactical purposes, control prisoners of war, provide humanitarian assistance, and provide other forms of support. Nonmilitary considerations often require the initiation of these MOOTW before the completion of combat operations.

Once the conflict ends, forces may deploy to their home stations or to another theater. The operational-level commander must plan for this possibility. He must expect the NCA to alert his forces, as in precrisis operations. His forces must be versatile enough to transition rapidly from one regional conflict to another. Once forces return to their home stations, they rapidly reestablish premobilization levels of readiness in anticipation of future operations.

MILITARY OPERATIONS OTHER THAN WAR

The Army operational-level commander's role in MOOTW is critical to achieving strategic success. Like the decisive phase of combat, most of these operations are land-based. Consequently, the Army operational-level commander functions as the central integrator of a joint and multinational team. He faces ambiguous threats, unpredictable conflicts, *ad hoc* staffs, and force packages, as well as a multitude of nonmilitary participants. The operational-level commander prepares for a mission of unknown duration and anticipates changes in its nature and scope. To ensure success, he applies operational art executed within the framework of battle dynamics. He achieves his desired end state by carefully planning, integrating complementary

capabilities, and using versatile forces. Transitions may have no clear division between combat and peacetime activities, may lack definable timetables for transferring responsibilities, and may be conducted in a fluid, increasingly diplomatic environment.

JTF Andrew coordinated with many federal, state, and private organizations. These included the Federal Emergency Management Agency, the Civil Air Patrol, the American Red Cross, the General Services Administration, the Public Health Service, the Department of Agriculture, the Salvation Army, the Boy Scouts of America, and many religious relief organizations. The commander of JTF Andrew determined that victory would be achieved when the local schools reopened. This had a

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Historical Perspective

At 0500 on 24 August 1992, Hurricane Andrew devastated south Florida. The Governor of Florida requested federal assistance. The Secretary of the Army, as the President's executive agent, directed initiation of disaster-relief operations in support of the Federal Response Plan. As part of those operations, the commander in chief of Forces Command directed Second US Army to form JTF Andrew and begin humanitarian relief operations. Eventually composed of elements of all services and both active and reserve forces, JTF Andrew began operations on 28 August 1992.

JTF Andrew's mission was to provide humanitarian support by establishing field feeding sites, storage and distribution warehousing, cargo transfer operations, local and line haul transfer operations, and other logistics support to the populace in affected areas. The commander of JTF Andrew defined success as getting life support systems in place and relieving immediate hardships until non-Department of Defense (DOD) federal, state, and local agencies could reestablish normal operations. Operations were conducted in three phases.

• Phase I provided immediate relief through life support systems—food, water, shelter,

medical supplies and services, information, sanitation, and transportation.

• Phase II was a recovery phase that ensured sustainment of services provided in Phase I while assisting federal, state, and local authorities to reestablish public services.

• Phase III was a reconstitution phase that continued to reestablish services under federal, state, and local control while JTF forces redeployed.

During these operations, 1,014 sorties were flown, carrying over 19,000 tons of mission support materials. Almost 900,000 meals were served. Over 80,000 tons of humanitarian supplies were moved into the area by sea and over land. Almost 2,000 tons were moved by air. Over 67,000 patients received medical treatment, and over 1,000 tents were erected. A mobile radio station was established to provide emergency information to the local population and to provide route information to assist convoys as they arrived. Four life support centers were constructed, providing mass care for 2,400 people per day for approximately two months. Over six million cubic yards of debris were removed, and 98 schools were repaired.

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significant focusing effect on the efforts of DOD and non-DOD participants and answered the question, "How do I know when I am done?"

This disaster-relief effort demonstrated the versatility of the US armed forces. The training for war that developed initiative, ingenuity, and flexibility in the conduct of operations served the nation well in a noncombat situation. The alert of the 10th Mountain Division for Somalia less than six weeks after sending more than 6,000 soldiers and their equipment to south Florida further highlights their versatility.

PLANNING CONSIDERATIONS

Military decision making and planning processes also apply to MOOTW. The operational-level commander faces unique

planning considerations because of the nature of MOOTW. Areas that require special planning considerations include interagency cooperation, parallel and continuous planning, intelligence, and constraints and restraints placed on the operation.

Gaining cooperation among the multitude of participants is a formidable task. The operational-level commander unifies the efforts of all participants operating within his battle space by attempting to reach agreement on common goals and objectives. Consensus on goals and objectives requires an understanding of the roles, missions, and capabilities of each participating member. Additionally, both national and international representatives of the media will likely cover the operation. Facilitating their mission keeps the service member, the local populace, and the

international community apprised of the situation and may contribute to the achievement of national aims and objectives.

Parallel planning is essential. Ideally, this begins with the NCA decision to commit military forces. The uncertainty surrounding the mission requires commanders to simultaneously begin planning at all levels. Parallel planning provides planners with the ability to influence task organizations, mission statements, and force caps and obtain access to critical strategic intelligence early in the planning process. The operational-level commander must participate in the development of end states, conditions, and measures of effectiveness (MOEs). He must understand the diplomatic, economic, and social objectives of the operation before determining the military end state and sequencing operations to achieve it. Clarity of mission and desired end state is critical.

Intelligence is the key to force protection. The Army operational-level commander acquires and disseminates information on the country, the people, and the diplomatic, economic, and military situations. Key items of information are shared with members of participating civilian organizations, who in turn can be vital sources of intelligence. Continuous access to strategic intelligence and reliable low-level sources is paramount to situational awareness. The viability of the rules of engagement (ROE) are assessed continuously with the current mission, friendly force capability, threat conditions, and environment within which operations are conducted. ROE protect the force and also provide a framework within which hostile acts are controlled.

The Army operational-level commander must conduct a continuous estimate process. He operates in a dynamic environment. Changes in strategic objectives, operational constraints, or the nature of the threat are three examples that may invalidate the initial mission analysis. Operations, intelligence, deployment, engineer, and logistics estimates are constantly updated as new information becomes available. The commander's continuous estimate process serves to integrate the parallel planning and estimate processes ongoing in each functional area.

The operational-level commander obtains clear, strategic guidance on constraints and restraints early in the planning phase. He determines his authority and capability to enforce local laws and assesses restraints on weaponry, tactics, and levels of violence. Excessive force could impede the attainment of operational goals and hamper the efforts to maintain legitimacy and obtain international acceptance. Disciplined forces, measured responses, and patience are essential to successful outcomes.

INTEGRATION OF COMPLEMENTARY CAPABILITIES

The operational-level commander integrates and synchronizes complementary capabilities within his battle space. Establishing cooperation among many participants is demanding; integrating their capabilities is even more so. The simultaneous application of complementary strengths, concurrently conducted at all levels, provides the necessary leverage to achieve the desired end state. The key to developing this leverage is the ability to establish unity of military and civilian efforts. Without a formal interagency command structure, commanders ensure unity of effort through leadership. They must demonstrate the logic and soundness of their solutions and the competence of their execution. Robust liaison is critical in this role. Providing assistance to other participants promotes integration of their unique capabilities. Operational-level commanders enhance their integration efforts by—

- Collocating their headquarters with local and regional governments.
- Establishing a civil-military operations centers.
- Aligning military and diplomatic boundaries.

By planning, implementing, and continuously updating a complementary joint and interagency concept, operational-level commanders integrate diplomatic, military, and economic power across all dimensions of the environment.

TRANSITION TO WAR
OR OTHER OPERATIONS

The operational-level commander plans MOOTW anticipating the requirement to transition to another, similar operation or even war. The experiences of the 10th Mountain Division (Light Infantry) during 1992 and 1993 set the precedent. MOOTW require flexible leaders with versatile forces. The operational-level commander must be able to address a wide array of missions against a multitude of diverse threats. His versatile force must be capable of fighting and winning our nation's wars, yet it must be fully capable of transitioning from warfighting to other operations. Rapid changes in the strategic situation may force sequential commitment from one theater to another; while changes within the same theater may require a transition from one type of operation to another. Activities such as nation assistance, humanitarian support, and disaster-relief operations may continue when higher levels of violence arise. Commitments to MOOTW may precede combat, follow combat, or flow readily back and forth between the two.

MULTINATIONAL OPERATIONS

Throughout history, military operations have been conducted with armed forces of several nations in pursuit of common objectives. The changing world environment dictates that future operations will most likely require multinational involvement.

An operation conducted by forces of two or more nations is termed a *multinational operation.* An operation conducted by forces of two or more nations in a formal arrangement is called and *alliance operation.* An operation where the military action is temporary or informal is called a *coalition operation.* Campaigns and major operations may be conducted within the context of an alliance, coalition, or other international arrangement. Such operations, whether or not they involve combat, are planned through both international and US channels. In practice, each coalition operation is unique. Planning and conduct of the operations vary with the international situation and the composition of the forces. Alliance or coalition members may not have identical strategic perspectives, but there should be sufficient harmony of interests to ensure a common purpose for the campaign. The need to maintain consensus within the alliance or coalition is paramounted to preserve a unified effort.

Multinational operations require close cooperation among all forces. Capabilities will often differ substantially among national forces, but higher considerations of national prestige will often be as important to the final success as the contributions to the overall effort. Seemingly small decisions, such as national composition of the main effort, may have significant consequences for the outcome of the operation. Members should be consulted on their recommendations for COA development, ROE, and assignment of missions.

To assure unity of effort, all plans require detailed coordination with essential supporting plans for liaison and the provision of mutual support. Host nation support and the capabilities of coalition partners in particular may dictate the tempo of the attack and its form. The commander must focus on lateral coordination across national and interagency boundaries, in particular the effective sharing of information. Though unity of command promotes unified effort, American commanders should be prepared to operate within the alliance or coalition under command of other than a senior US commander.

Chapter 2

The Theater

The *Unified Command Plan (UCP)* establishes criteria for a unified theater based on *National Security Strategy, National Military Strategy,* geography, and history. The President approves the *UCP,* which sets forth basic guidance to all unified combatant commanders; establishes their missions, responsibilities, and force structure; delineates the general geographical AOR for geographic combatant commanders; and specifies functional responsibilities for functional combatant commanders. A key consideration is strategic objectives. National strategic direction and evolution of geopolitical circumstances shape the theater's geographic boundaries.

Theater commanders provide strategic direction and operational focus to subordinate commanders. They develop a theater strategy and campaign plan, organize their theaters, and establish command relationships for effective unified (joint and multinational) operations. Through this process, theater commanders plan and conduct unified operations that ensure a united effort within the command.

The military instrument of national security policy requires synchronization with the diplomatic, informational, and economic efforts. Circumstances determine the extent of the synchronization required. The national synchronization effort is referred to as *unified action;* the theater level is referred to as *unified operations.* Interagency operations are another consideration for Army commanders in the theater.

The US Constitution requires civilian control (the NCA) of US military forces. Consequently, subsequent legislation has molded today's defense establishment and produced the concept of the unified theater. Unity of command requires that one responsible commander focus resources toward obtaining defined objectives and strategic end states. Across the range of military operations, unity of command gives a single, unified commander responsibility for all military operations within a designated theater strategic environment (see Figure 2-1). Command lines within the unified theater are established to designate one responsible commander.

Section I

The Strategic Hierarchy

The first round of the first battle is a strategic-level decision.

GEN William W. Hartzog
Commander, US Army Training and Doctrine Command

To accomplish unity of effort within the unified theater, the CINC devises a theater strategy for that geographic portion of the globe. This military strategy is a combination of the art and science of employing armed forces or

the potential threat posed by the presence and capabilities of that force to secure national security objectives through the application of force. The CINC derives his military strategy for a geographic region from a hierarchy of guidance and manifests it in the unified theater campaign plan and theater contingency plans.

The theater strategic environment is shaped by the special conditions, circumstances, and influences in the theater that affect the employment of military forces and the decisions of the chain of command. The theater strategic direction is expressed through hierarchical levels of strategy. *National Security Strategy, National Military Strategy,* and theater strategy all provide the basis for each theater's strategic direction. These strategies integrate national security and military objectives (ends), national security policies and military concepts (ways), and national resources and military forces (means) to achieve national security objectives. The Army's planning and conduct of major operations or MOOTW is the operational-level link between the tactical level force's actions and the strategic hierarchy discussed above. This operational-level link is discussed later in this chapter and in the Chapter 3 discussion of operational art and design.

The *National Security Act (NSA) of 1947,* as amended, created the Department of Defense and the positions of Secretary of Defense (SECDEF) and Joint Chiefs of Staff (JCS). The *National Security Act of* 1947, and subsequent implementing memorandums, authorized the formation of unified and specified combatant commands. Commanders of these combatant commands are called CINCs.

STATES OF THE ENVIRONMENT	GOAL	MILITARY OPERATIONS			EXAMPLES
War	Fight and Win	War	C o m b a t		• Large-scale combat operations • Attack • Defend
Conflict	Deter War and Resolve Conflict	Operations other than war		N o n c o m b a t	• Strikes and raids • Peace enforcement • Support to insurgencies • Antiterrorism • Peacekeeping • Noncombatant evacuation operations (NEO)
Peacetime	Promote Peace	Operations other than war			• Counterdrug • Disaster relief • Civil support • Peace building • Nation assistance

The states of peacetime, conflict, and war could all exist at once in the theater commander's strategic environment. He can respond to requirements with a wide range of military operations. Noncombat operations might occur during war, just as some MOOTW might require combat.

Figure 2-1. The Range of Military Operations

NATIONAL SECURITY STRATEGY

The NCA establish the *National Security Strategy* and appropriate strategic end states. The *National Security Strategy* announces US interests and objectives. This strategy is the art and science of developing, applying, and coordinating the instruments of national power—diplomatic, economic, military, and informational—to achieve objectives that contribute to national security. National values and principles form the foundation of US interests and objectives. The Army's keystone doctrine (FM 100 5) reflects these values as *the American view of war*. US interests and objectives outlined in the 1994 version of *National Security Strategy* include—

•Enhancing our security. The survival of the US as a free and independent nation, with its basic values intact and its institutions and people secure.

•Promoting prosperity at home. A healthy and growing US economy to ensure opportunity for individual prosperity and resources for national endeavors at home and abroad.

• *Promoting democracy.* Healthy, cooperative, and diplomatically vigorous relations with allies and friendly nations. A stable and secure world where political and economic freedom, human rights, and democratic institutions flourish.

The *1995 National Military Strategy* describes two fundamental strategic military objectives derived from the *National Security Strategy.*

•Promote stability through regional cooperation and constructive interaction.

•Thwart aggression through credible deterrence and robust warfighting capabilities.

To achieve these strategic objectives, US military forces must perform three tasks:

•One, remain constructively engaged in peacetime.

•Two, attempt to prevent the eruption of conflict.

•Three, should conflict prevention fail, fight and win our nation's wars.

The overlapping and interrelated strategic concepts that allow the military to execute these three tasks are *overseas presence* and *power projection.* Figure 2-2 depicts the relationships between the strategic concepts of overseas presence and power projection and the national military objectives.

Achieving National Military Objectives

PROMOTE STABILITY Through Regional Cooperation and Constructive Interaction	THWART AGGRESSION Through Credible Deterrence and Robust Warfighting Capabilities

PEACETIME ENGAGEMENT	DETERRENCE AND CONFLICT PREVENTION	FIGHT AND WIN

| Military-to-Military Contacts Nation Assistance Security Assistance Humanitarian Operations Counterdrug and Counterterrorism Operations Peacekeeping | Nuclear Deterrence Regional Alliances Crisis Response Arms Control Confidence-Building Measures Noncombatant Evacuation Operations Sanctions Enforcement Peace Enforcement | Have Clear Objectives Use Decisive Force Use Wartime Power Projection Fight Multinational and Joint Win the Information War Counter Weapons of Mass Destruction Focus on Two Major Regional Crises at Once Win the Peace |

Overseas Presence   **Power Projection**

NATIONAL MILITARY STRATEGY

The Goldwater Nichols DOD Reorganization Act of 1986 requires the Chairman of the Joint Chiefs of Staff (CJCS) to help the NCA in providing strategic direction for the armed services. The *National Military Strategy* and the Joint Strategic Planning System (JSPS) are the methods the CJCS uses for providing that assistance.

The *National Military Strategy* and defense policy provide strategic guidance for the employment of military forces. The Joint Strategic Capabilities Plan (JSCP) provides planning guidance to the CINCs and chiefs of the services to accomplish their missions based on current military capabilities.

THEATER STRATEGY

The CINC translates the national level strategic directives into a theater strategy. This strategy is the basis for developing a campaign plan and leads to operations plans for execution. Joint or multinational forces implement these plans in theater to achieve theater strategic objectives that, in turn, achieve national objectives.

The CINC's strategy has several components. First, it expresses his vision and intent (military objectives). –the theater *ends* to which operations are conducted. Next, it provides integrated strategic concepts, COAs, and guidance—the theater *ways* designed to secure national objectives, using the theater's wide-ranging military capabilities. Finally, it gives the service and functional component commanders guidance for planning and employing nuclear, conventional, and SOF theater *means.*

The plan's process allocates the theater means. Forces are allocated based on theater missions as they compete with requirements in other theaters. Means are expected to fall short of what would ideally be available. The theater campaign plan sequences unified activities over time and space to compensate for these shortcomings.

METT-T analysis is a traditional assessment method for tactical-level leaders. Under deliberate planning circumstances, tactical-level commanders and staffs should use the Army's deliberate decision making procedures in FM 101-5. As part of the Joint Operations Planning and Execution System (JOPES) procedures, strategic and operational-level leaders use more formal methods, such as strategic estimates or commander's estimates, as they analyze military and diplomatic situations (see Joint Pubs 5-03.1 and 5-00.2).

At the strategic level, METT-T analysis focuses on conditions, circumstances, and influences of the theater strategic environment. At the operational level, it includes the mission analysis and the assessment of the operational-level environment discussed in Section VI of this chapter. At the theater strategic level, the CINC develops his theater strategy by first identifying specified and implied missions and tasks for his theater. He derives these from many sources, including the national security and military strategies, policies, directives, the JSCP, the *UCP,* Joint Pub 0-2, and other directives and agreements.

While identifying theater missions, the CINC analyzes his theater strategic environment. Using the strategic estimate, which includes the factors of METT-T, he considers the potential instabilities or threats, the limitations, and the nature of anticipated operations. Assessment factors include the integration of capabilities by diplomatic, informational, and economic instruments of national power provided to the military. In addition, the CINC must consider international security agreements. This analysis leads to formulation of a strategic estimate that defines the strategic situation in the theater. Thus, the estimate produces broad, strategic concepts of what must be done in theater. Then, the CINC integrates these concepts into the theater strategy.

The CINC's staff and subordinates, to include his *service* and *functional component commanders,* contribute to the development of the theater strategy. The functional component commander is the commander in charge of a service or functional component command, which consists of all individuals, units, detachments, organizations, and installations under the command assigned to the unified CINC. The development of the multiple theater strategic concepts leads to a specific strategic COA for implementation in the theater campaign. Once the CINC selects the desired course, his staff and subordinate joint commands use the theater strategy to develop and integrate OPLANs, including campaigns.

Section II

The Chain of Command

The *Goldwater Nichols DOD Reorganization Act of 1986* prescribes the chain of command. The NCA exercises authority and control of the armed forces through the chain of command with two distinct branches. The first branch runs from the President to the SECDEF to the combatant commanders for missions and forces assigned to their commands. The second branch runs from the NCA to the secretaries of the military departments to the chiefs of the service forces for execution of service functions.

Commanders of combatant commands are responsible to the NCA for the preparedness of their commands and execution and accomplishment of assigned missions. The secretaries of the military departments are responsible for organizing, training, equipping, and providing forces. The authority exercised by the military departments is subject by law to the authority provided to the combatant commanders.

The *DOD Reorganization Act* placed the CJCS within the chain of command to communicate the directions of the NCA. Though he does not exercise military command over any combatant forces, all communications between the NCA and combatant commanders pass through the CJCS. Figure 2-3 displays the chain of command.

NATIONAL COMMAND AUTHORITIES

This portion of the chain of command begins with the President and SECDEF, who make up the NCA. They alone have the constitutional authority to direct US armed forces into military action. Once the NCA makes the decision, authorization for military action is passed to combatant commanders. The President, with the advice of the SECDEF and CJCS, establishes combatant commands and appoints combatant commanders under the authority of the *National Security Act of 1947*. The JSCP apportions forces for each combatant command for planning.

CHAIRMAN, JOINT CHIEFS OF STAFF

While the CJCS does not exercise command over military forces, the SECDEF may assign oversight responsibilities to the CJCS to assist in controlling and coordinating the combatant commanders. The CJCS functions within the chain of command by conveying to the CINCs the orders of the President and SECDEF.

The CJCS coordinates all communications on matters of joint interest addressed to the CINCs by other authority. The CJCS acts as the spokesperson for the CINCs, especially on the operational requirements of their commands. The CJCS monitors the geographic regions of the world not assigned to a combatant command.

COMBATANT COMMANDER

A combatant commander is a commander of a unified or specified command. A combatant commander is called the CINC. A combatant commander is the only military leader with statutory authority (combatant command) to organize and task all services under his control to accomplish military missions. Combatant commanders are key links in the chain of command.
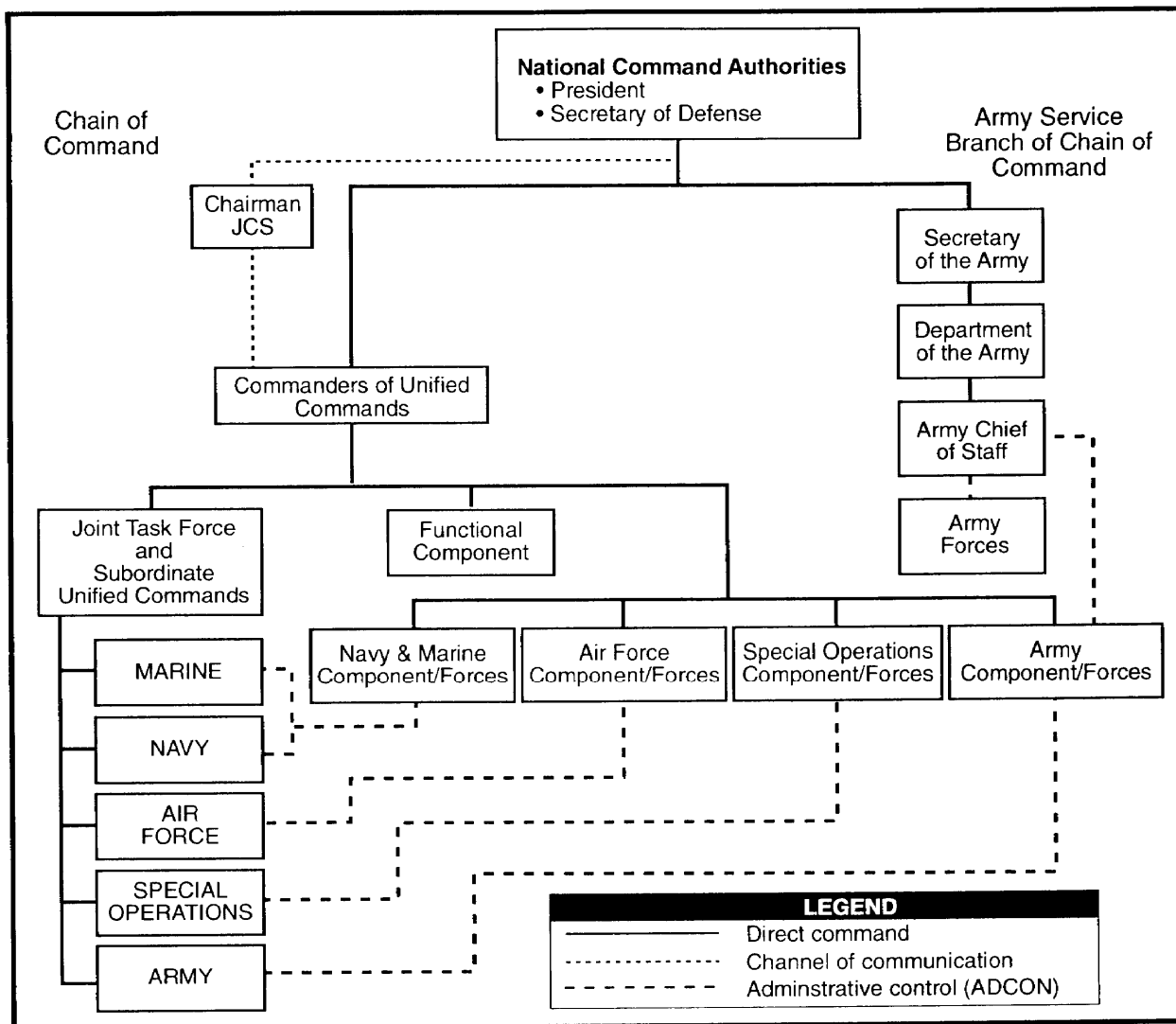
Figure 2-3. Chain of Command

SERVICE BRANCH (MILITARY DEPARTMENTS)

The chain of command for the military departments runs from the NCA to the secretaries of the military departments. The secretaries exercise authority, direction, and control through the service chiefs of their forces not assigned to combatant commands. This chain of command includes all military forces within the respective service. This branch of the chain of command is separate and distinct from the branch that exists within a combatant command.

The secretaries of the military departments are responsible for the administration and support of their forces, to include those assigned or attached to

combatant commands. The secretaries fulfill their responsibilities for forces apportioned to combatant commands by exercising administrative control (ADCON) through the service component commanders assigned to the combatant commands. ADCON is subject to the command authority of the combatant commander.

The ASCC, using ADCON authority, is responsible for preparing, maintaining, training, equipping, administering, and supporting ARFOR assigned to the unified and specified commands. The emphasis of the service branch of the chain of command is administrative (legal, personnel, finance) and

logistical support to respective service forces. Training during peacetime, in preparation for war, and before commitment of forces is also a key element and task for the ASCC.

The CINC provides the channel for strategic and operational guidance in theater and ensures the US unity of command. The service administrative and support channel provides administrative, training, and logistics support, ensuring that the CINC receives organized, equipped, and trained US military forces. Figure 2-3 illustrates this branch of the chain of command.

Within the parameters set by the CINC's organization of the theater and the command relationships he establishes, the ASCC organizes the ARFOR to best accomplish the assigned missions. The CINC has the authority to direct certain Army organizational options but normally leaves internal Army organization and command relationships to the ASCC.

COMMAND AUTHORITIES

Command is central to all military actions. Unity of command is central to unity of effort. The authority vested in a commander must be commensurate with the responsibility assigned. Commanders in the chain of command exercise authority as prescribed by law or a superior commander. Commanders of US military forces use various levels of authority, which are described as command relationships and other authorities. Within the seven levels of authority, four are command relationships—combatant command (COCOM), operational control (OPCON), tactical control (TACON), and support. The other three are coordinating authority, ADCON, and direct liaison authorized (DIRLAUTH).

COMBATANT COMMAND

COCOM is the command authority authorized by Title 10, US Code, Section 164, or as directed by the President in the *UCP* to combatant command commanders (unified or specified). COCOM provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. This authority enables the CINC to organize and employ his commands and forces, assign tasks, designate objectives, and give authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the assigned missions. The CINC normally exercises COCOM through his service component commanders. COCOM is not transferable.

OPERATIONAL CONTROL

Commanders at or below the combatant commander exercise OPCON as their command authority. OPCON is inherent in COCOM and is the authority to perform the functions of command over subordinate forces.

The CINC may delegate OPCON to his subordinates. OPCON is the most authority with which subordinates can direct all aspects of military operations and joint training needed to accomplish any assigned mission. A commander with OPCON may control forces from one or more services. OPCON does not normally include the authority to direct logistics, administration, discipline, internal organization, or unit training. The service component commander retains his service responsibility and authority for forces under OPCON of another command. Commanders must be aware of the US and North Atlantic Treaty Organization (NATO) terms of OPCON and not interchange the two. The NATO term *OPCON* more closely resembles the US definition of *TACON*.

TACTICAL CONTROL

The CINC uses TACON to limit the authority to direct the tactical use of combat forces. TACON is authority normally limited to the detailed and specified local direction of movement and maneuver of the tactical force to accomplish an assigned task. TACON does not provide organizational authority or administrative and support responsibilities. The service component continues to exercise these authorities.

SUPPORT

The CINC identifies support relationships for one force to aid, assist, protect, or logistically support another force. The *supporting force* gives the needed support to the *supported force.* Establishing supported and supporting relationships between

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NATO OPERATIONAL AND TACTICAL COMMAND

During Operations Desert Shield and Desert Storm, the NATO terminology for subordinate command relationships caused some problems. The NATO terms *operational command* and *tactical command* are similar to the Army terms *OPCON* and *TACON.* With NATO forces working for a CINC outside the NATO structure, some confusion resulted.

OPCOM is a NATO term used to assign missions or tasks to subordinate commanders, to deploy units, to reassign forces, and to retain or delegate OPCON and/or TACON as necessary. OPCOM does not include responsibility for administration or logistics. OPCOM may indicate the forces assigned to a commander.

OPCON, as discussed in joint doctrine, is a slightly broader authority than OPCOM. OPCON, besides the authorities stated above, includes the authority to prescribe the chain of command; organize commands and forces; suspend or reassign officers; delineate functional responsibilities; and delineate geographic AORs.

Operational control is also a defined NATO term. In NATO, operational control is the authority delegated to a commander to direct forces assigned so that the commander may accomplish specific missions or tasks that are limited usually by function, time, or location. It further includes the deployment of units concerned and the retention or delegation of TACON to those units. It does not include authority to assign separate employment of components of concerned units. Neither does it, of itself, include administrative or logistical control.

TACOM, the NATO term, is the authority delegated to a commander to assign tasks to forces under his command for the accomplishment of the mission assigned by higher authority. This differs from TACON in that TACON involves only the necessary control of movements and maneuvers to accomplish a previously assigned mission. Both NATO and joint doctrine share the same definition for TACON.

These definitions demonstrate the complexity of multinational operations. The subtle differences in terms were a source of confusion among allies with a long history of multinational operations.

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components is a useful option to accomplish needed tasks. This concept applies equally to all dimensions of the joint force organized by the CINC.

Each subordinate element of the joint force can support or be supported by other elements. Normally an establishing directive is issued to specify the purpose of the support relationship, the effect desired, and the scope of the action to be taken. Joint Pub 0-2 states, "Unless limited by the establishing directive, the commander of the supported force will have the authority to exercise general direction of the supporting effort." The execution of general direction includes the designation and prioritization of targets or objectives, timing and duration of the

supporting action, and other instructions necessary for coordination and efficiency. The supporting commander is responsible for ascertaining the needs of the supported commander. The supporting commander must fulfill those needs from within the existing capabilities, priorities, and requirements of other assigned tasks. The categories of support are general, mutual, direct, and close.

General Support

General support provides designated support to an entire supported force and not to any particular subdivision. General support is the most centralized support relationship. For

combat units, this relationship provides the most flexibility for influencing the battle during conduct of operations and is used when the enemy situation is unclear. It is more commonly used in the defense than the offense.

Mutual Support

Mutual support describes actions that units provide one another against an enemy because of their assigned tasks, their positions relative to one another and to the enemy, and their inherent capabilities.

Direct Support

Direct support provides designated support to a specific force and authorizes the supported force to seek this support directly. The supporting force provides support on a priority basis to the supported force. Also, the supporting force may provide support to other forces when it does not jeopardize the mission or put the supported force at risk. The authority to accomplish support of other than directly supported forces rests with the higher tactical or operational commander but also may be delegated. An example of this support is when the elements of a general support artillery brigade assigned a direct support mission are diverted temporarily to support a force other than the designated force.

Close Support

The fourth alternative, *close support,* is that action of the supporting force against targets or objectives that are sufficiently near the supported force as to require detailed integration or coordination of the supporting action with the fire, movement, or other actions of the supported force.

OTHER AUTHORITIES

Other authorities granted outside the command relations delineated above are coordinating authority, ADCON, and DIRLAUTH.

Coordinating Authority

Coordinating authority is a consultation relationship between commanders, but not an authority to exercise control. The CINC and other subordinate commanders designate coordinating authority to assist during planning and preparation for actual operations. The CINC specifies coordinating authority to foster effective coordination; however, coordinating authority does not compel any agreements.

Administrative Control

ADCON is the direction or exercise of authority necessary to fulfill military department statutory responsibilities for administration and support. ADCON may be delegated to and exercised by service commanders at any echelon at or below the service component command. The secretaries of military departments are responsible for the administration and support of their forces assigned or attached to unified commands. The secretaries fulfill this responsibility by exercising ADCON through the service component commander of the unified command. ADCON is subject to the command authority of the combatant commander.

Direct Liaison Authorized

DIRLAUTH is the authority granted by a commander at any level to a subordinate commander to coordinate an action directly with a command or agency within or outside the command. DIRLAUTH is a coordination relationship, not a command relationship.

Section III

Joint Force Commands

The NCA, with the advice and assistance of the CJCS, establishes combatant commands (unified and specified) on a regional or functional basis. Regionally oriented unified commands are called theater combatant commands. The CINC, using the COCOM options, establishes the theater command structure. He may establish subordinate JFCs (subunified commands and JTFs). These subordinate JFCs may be established on a regional or functional basis.

COMBATANT COMMANDS

With the advice and assistance of the CJCS, the NCA establishes combatant commands (unified and specified) to perform military missions and prescribes the force structure of such commands. Commanders of combatant commands are responsible to the NCA for the preparedness of their commands to execute assigned missions and for the accomplishment of the military missions assigned to them.

SPECIFIED COMMANDS

A specified command is a command that has broad, continuing missions. The NCA, with advice and assistance of the CJCS, establishes a specified command. A specified command is composed normally of forces from a single military department. Still, it may include units and staffs from other services. Currently, no specified commands exist.

UNIFIED COMMANDS

Unified commands are those combatant commands with significant forces from two or more services. Unified commands may be functionally or regionally oriented.

Functionally Oriented (Global) Unified Commands

Functionally oriented unified commands are the US Space Command (SPACECOM), the US Transportation Command (TRANSCOM), the US Special Operations Command (SOCOM), and the US Strategic Command (STRATCOM). Functionally oriented unified commands operate globally across all geographic regions. The *UCP* provides missions, geographical areas, and forces assigned to unified commands. The *UCP* is normally reviewed biennially during an odd year. Suggested changes are submitted for consideration. Those that receive support are subsequently implemented.

Regionally Oriented (Theater) Unified Commands

Unified commands with regional responsibilities are the US Atlantic Command (ACOM), the US Southern Command (SOUTHCOM), the US European Command (EUCOM), the US Central Command (CENTCOM), and the US Pacific Command (PACOM). Each regional combatant command has a specific geographic AOR or theater that includes the land, sea, and airspace in the strategic region. UCP-designated AORs provide military focus and a basis for coordination worldwide.

A theater combatant commander has the flexibility to organize and employ forces wherever required to accomplish his assigned responsibilities in coordination with other supporting combatant commanders. Effective use of the nation's military power requires close integration of the separate services. Unity of effort is required for effectiveness and efficiency. Centralized direction provides for unified action by forces. Decentralized execution is essential because of the enormity of the command and control (C^2) span.

THEATER COMBATANT COMMANDS

The theater combatant commander, referred to as the CINC, is a strategic-level commander of a unified command, who provides strategic direction and operational focus to his subordinate commands. CINCs serve as the vital link between national military strategy and theater strategy. They provide the strategic and operational direction required for major unified and joint land, air, and maritime operations. The CINC is not simply a planner and allocator of resources; he has a broad range of responsibilities established by public law and described in joint publications.

The CINC organizes his forces, assigns tasks, designates objectives, provides authoritative direction, and employs his forces. He designs and executes theater campaigns and unified operations, supports the operations of other theater CINCs, and continually assesses the environment, anticipating the need for theater operations where his forces may play a supporting or supported role.

A CINC is assigned a myriad of responsibilities to fulfill his unique command role. Joint Pub 0-2 discusses the CINC's responsibilities at length. It specifies that the CINC is responsible for maintaining the security of his command and protecting the

interests of the US, its possessions, and its bases against direct and indirect hostile threats. The CINC ensures that his command is prepared to carry out missions assigned by the NCA. The CINC assigns responsibilities and missions to his component forces and maintains unity of command.

The CINC executes his strategic planning responsibilities for developing a theater strategy and theater campaigns (war plans to achieve national strategic objectives). He uses operational art and theater design while performing the following critical tasks:

•Prepares the estimates (strategic and commander's) of the situation.

•Establishes a theater strategic end state.

•Determines strategic center of gravity.

•States his strategic vision and intent in his strategic concept of operations.

•Organizes the theater.

•Identifies subordinate commands and determining specific forces required to execute campaign plans.

•Establishes command relationships and delegating authority.

•States readiness shortfalls and developing programs to correct those shortfalls.

•Concentrates his forces and supplies strategically.

•Conducts strategic maneuver to destroy, dislocate, or neutralize the strategic center of gravity.

•Seeks strategic advantage and the initiative.

•Directs the development of theater contingency plans and concept plans leading to the conduct of operations in war or MOOTW.

•Achieves a theater strategic end state.

The CINC's campaign plan provides a common frame of reference within which operations of land, air, maritime, special operations, and space forces, as well as interagency, multinational, or UN forces, are unified, integrated, and harmonized. Joint campaign doctrine is found in Joint Pubs 3-0, 5-0, 5-00.1.

The services provide forces to operate within a subordinate JFC in the operational areas that the theater commander organizes. They further subdivide these areas among their forces. The SECDEF directs the Secretary of the Army to assign ARFOR to the CINCs. Operating within national budget constraints, the NCA cannot satisfy all of the CINC's requirements. Therefore, during deliberate planning, CINCs identify their force shortfalls. The CJCS, through the military department chiefs, identifies forces to fill these shortfalls. The JSCP apportions forces to each CINC for planning purposes. This apportionment may not equal the current forces assigned. The NCA assigns additional forces when a CINC is required to implement a specific plan requiring more forces than assigned or apportioned for planning.

The CINC, by exercising COCOM authority, performs the following legal functions of command over assigned forces:

•Determines forces required to achieve the military end state, organizes available forces, allocates resources, and commands forces.

•Employs commands and forces.

•Assigns tasks.

•Designates objectives.

•Exercises authoritative direction over all aspects of military operations, signal support, logistics, and joint training to accomplish missions assigned to his command.

Combatant commanders alone exercise COCOM authority by establishing command relationships with subordinates, delegating appropriate authorities, and assigning responsibilities to their subordinates (see Figure 2-4). The CINC strives for centralized direction and decentralized planning and execution. The CINC has the following six options, including combining options, through which he may exercise COCOM authority (Joint Pub 0-2):

•Service component command.

•Functional component command.

•Subordinate unified command.

•Joint task force.

•Single-service force.

•Direct command.

SERVICE COMPONENT COMMAND

A service component command consists of those individuals, units, detachments, organizations, and installations of a single military service assigned to the unified command. Except for the CINC and members of his joint staff, the senior officer of the service component assigned to a unified command and qualified for command by the regulations of that service is designated the *service component commander.* His assignment is subject to the concurrence of the CINC. The service component commander is responsible for all command aspects of his force, to include logistics within the unified command.

The ASCC serves as the principal advisor to the CINC for supporting and employing ARFOR in theater and ARFOR outside the theater tasked to support theater operations. The ASCC may delegate part of this responsibility as the theater becomes more complex, and it may become necessary to establish an intermediate headquarters, based on the complexity of the operational environment. This alternative is discussed further in Section VI of this chapter.

FUNCTIONAL COMPONENT COMMMAND

Based on his mission analysis, the CINC may form a functional component composed of like functional forces from more than one service. Functional component commands may be established for MOOTW or war to perform particular operational missions that may be of short duration or may extend over time and involve forces from two or more services. The
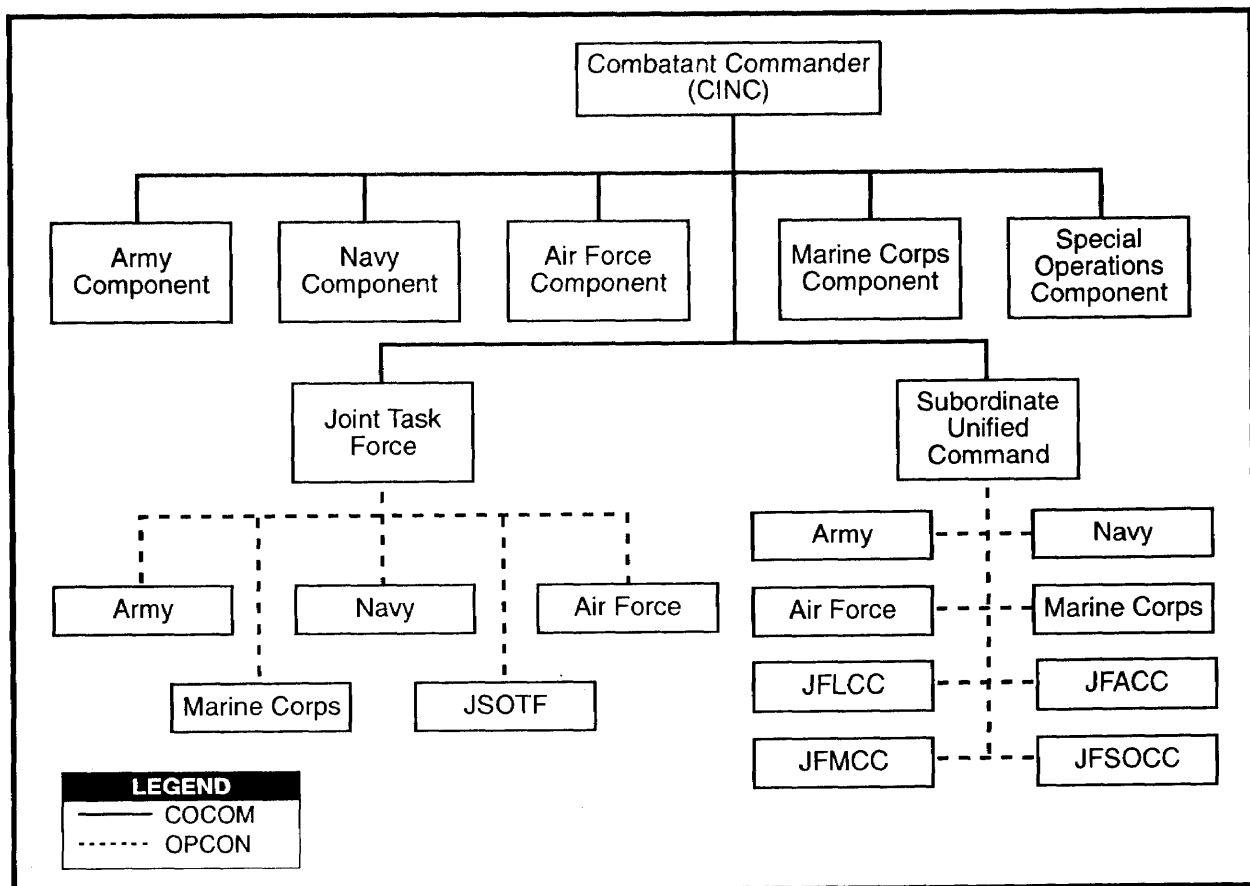

Figure 2- 4. Command Relationships

functional component commanders are as follows:

- •Joint force land component commander (JFLCC).

- • Joint force air component commander (JFACC).

- •Joint force maritime component commander (JFMCC).

- •Joint force special operations component commander (JFSOCC).

Each focuses on operational responsibilities, leaving logistical support to the respective service component commander. See Figure 2-5. Functional component commanders may serve simultaneously as service component commanders. For example, an Army JFLCC could direct Marine forces and serve as the ASCC commander.

SUBORDINATE UNIFIED COMMAND

Unified commanders, with approval from the NCA, may establish subordinate unified commands (also called *subunified commands).* CINCs establish subunified commands to conduct operations on a continuing basis according to the criteria that established the unified command.

The CINC may exercise COCOM through a subunified commander for operations on a continuing basis. The subunified commander exercises functions, authority, and responsibilities similar to those of a unified command CINC, except for COCOM. He exercises OPCON of assigned commands and forces within the assigned AOR or functional area. The CINC PACOM, for example, has three subordinate unified commands: Alaskan

Command (ALCOM), US Forces Japan (USFJ), and US Forces Korea (USFK).

The ASCC of subunified commands operates in the chain of command within the subordinate unified command. The ASCC of the subunified command normally communicates directly with the unified command ASCC on matters that relate specifically to that service and informs the subunified commander as that commander directs.

JOINT TASK FORCE

The SECDEF, a combatant commander, a subunified commander, a functional component commander, or an existing commander of a joint task force (CJTF) may establish a JTF. A JTF is established normally on a geographical area or functional basis to execute missions with specific limited objectives that do not require centralized control of joint logistics. A JTF is composed of elements of two or more services and exists until mission completion.

The CJTF exercises OPCON over forces assigned to the JTF. The unified command's ASCC places an ARFOR under OPCON of the CJTF for the conduct of operations and retains responsibility to provide service-specific support to the ARFOR. The JTF established in the Persian Gulf in 1988 to protect shipping and the JTF established in Panama in 1989 to conduct Operation Just Cause illustrate this type of organization.

SINGLE-SERVICE FORCE COMMAND

Normally, the Army will not be involved in this COCOM option due to its operational interdependence with the other services. Still,
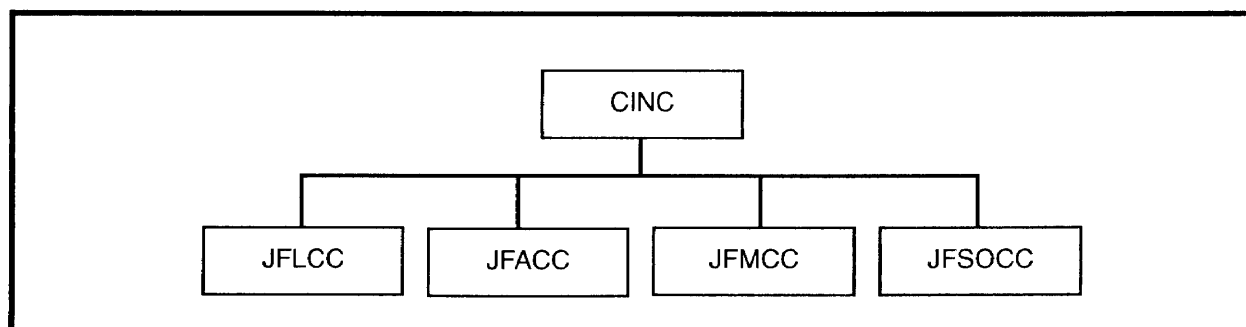
Figure 2-5. Functional Component Commands

on occasion, such as the support to Charleston, SC, by FORSCOM units in the aftermath of Hurricane Hugo, the Army may conduct a single-service operation.

DIRECT COMMAND

The CINC can retain direct command of specific operational forces. The direct command option is used when the circumstances of the mission require urgency and the forces must remain immediately responsive to the CINC. Direct command of specific SOF is a prime example of this COCOM option. Such forces could be composed of forces from one or more services. This option would likely be employed for short, sensitive, and small-scale operations. Special operations often fall under this organizational option.

Section IV

Multinational Commands

Operations in a multinational environment have both similarities and differences to normal joint operations. This section highlights some of the differences found in a multinational environment. It details the differences between alliance and coalition operations. It discusses the need for mutual understanding and respect, for capitalizing on inherent operational strengths of a particular nation, and for obtaining unity of effort.

COMMAND STRUCTURE

Multinational operations can be categorized in one of two major groups: *coalitions* and *alliances.* Coalitions and alliances must create a structure that meets the needs, diplomatic realities, constraints, and objectives of the participating nations. Since no single command structure fits the needs of all alliances and coalitions, several different models could evolve.
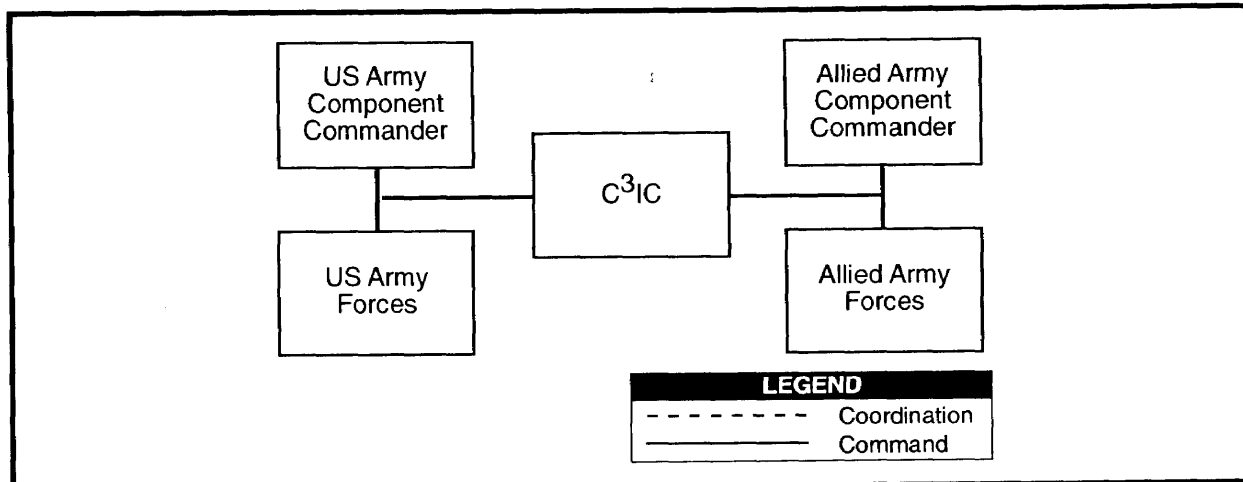
COALITIONS

Coalitions normally form as a rapid response to unforeseen crises and are *ad hoc* arrangements between two or more nations for common action. During the early stages of such a contingency, nations rely upon their military command systems to control the activities of their forces. Therefore, the initial coalition arrangement will most likely involve a *parallel* command structure.

Under a parallel command, no single multinational army commander is designated. Usually, member nations retain control of their national forces. Coalition decisions are made through a coordinated effort among the participants. A coordination center can be established to facilitate exchange of intelligence and operational information, ensure coordination of operations among coalition forces, and provide a forum for resolving routine issues among staff sections. During Operation Desert Storm, the coalition coordination, communications, and integration center (C^3IC) was established to effect command relationships. Figure 2-6 depicts a parallel command.

As a coalition matures, the members may choose to centralize their efforts through establishing a *lead nation* command structure. A lead nation command is one of the less common command structures in an *ad hoc* coalition. A coalition of this makeup sees all coalition members subordinating their forces to a single partner, usually, the nation providing the preponderance of forces and resources. Still, subordinate national commands maintain national integrity. The lead nation command establishes integrated staff sections, with the composition determined by the coalition leadership. Figure 2-7 provides a model for a lead nation command structure in a coalition.

Figure 2-6. Coalition Parallel Command Structure
(Forces Under National Control)
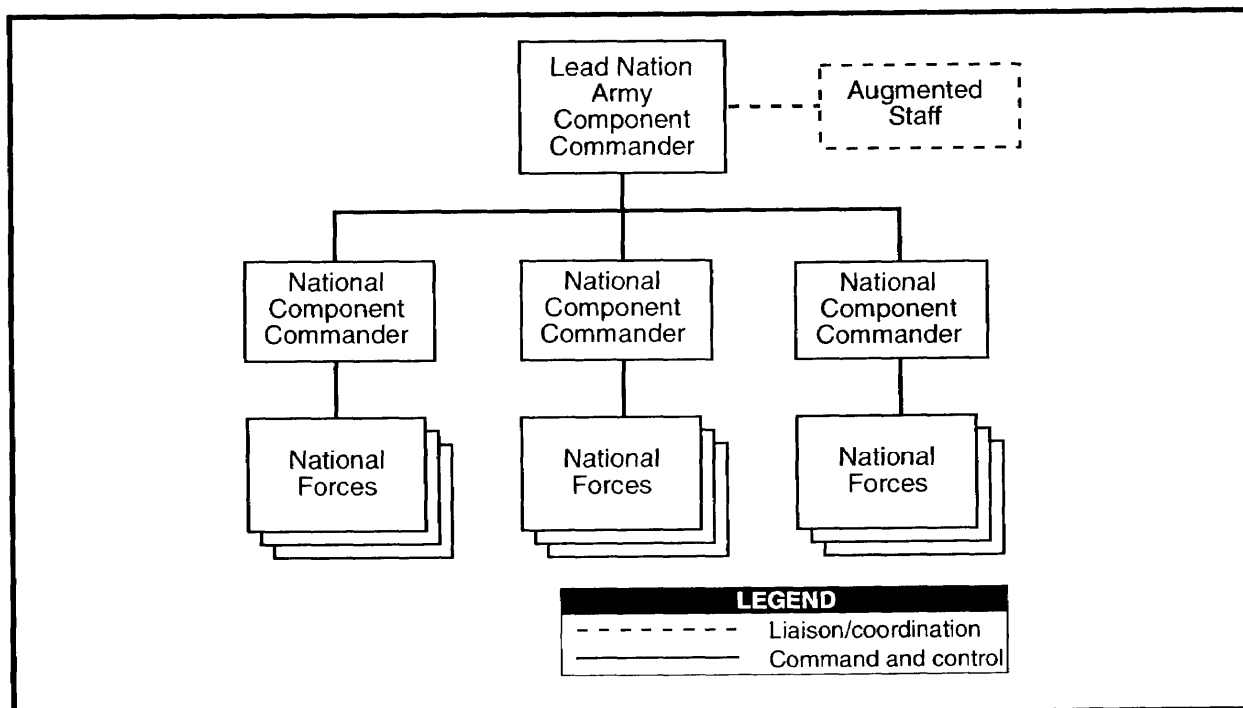
Figure 2-7. Lead Nation Command Structure
(Augmented Staff and Multinational Subordinate Formations)

ALLIANCES

Typically, alliances are formed because of formal agreements among two or more nations for broad, long-term objectives. Alliances are characterized by years of cooperation among nations. In alliances—

•Agreed-upon objectives exist.

•Standard operating procedures have been established.

•Appropriate plans have been developed and exercised among participants.

•A developed theater of operations exists, some equipment interoperability exists, and command relationships have been firmly established.

Cooperation among members of an alliance, such as NATO, is advantageous, since mutually developed procedures for making and executing decisions exist. Often, when members of such an alliance cooperate in operations outside of their alliance sphere, such as in naval operations in the Persian Gulf, procedures worked out within the alliance are adapted quickly.

As in a coalition, a *lead nation* command structure may exist in a developing alliance when all member nations place their forces under the control of one nation. This means that the lead nation's procedures and doctrine form the basis for planning for and coordinating the conduct of operations. Though this type of arrangement is unusual in a formal alliance, such a command structure may have advantages under certain treaty circumstances existing with Latin America, Southwest Asia, or Japan that may evolve into alliance arrangements.

A lead nation command in an alliance may be characterized by a staff that is integrated to the degree necessary to ensure cooperation among multinational or national subordinate Army formations. Usually, alliances are organized under an *integrated* command structure that provides unity of command in a multinational setting. The key ingredients in an integrated alliance command are that a single commander will be designated, that his staff will be composed of representatives from all member nations, and that subordinate commands and staffs will be integrated to the lowest echelon necessary to accomplish the missions. Figure 2-8 represents a typical multinational army force organized under an integrated command structure in an alliance.

If multinational formations exist below the multinational army component headquarters, the alliance membership will determine the command of those subordinate organizations. Multinational army force headquarters staffs will be integrated. Accordingly, heavy reliance will be placed on liaison between forces.

COMMAND AND CONTROL

International agreements should set forth the degree of authority for multinational commanders and procedures that ensure unity of effort. Ideally, the coalition/alliance will
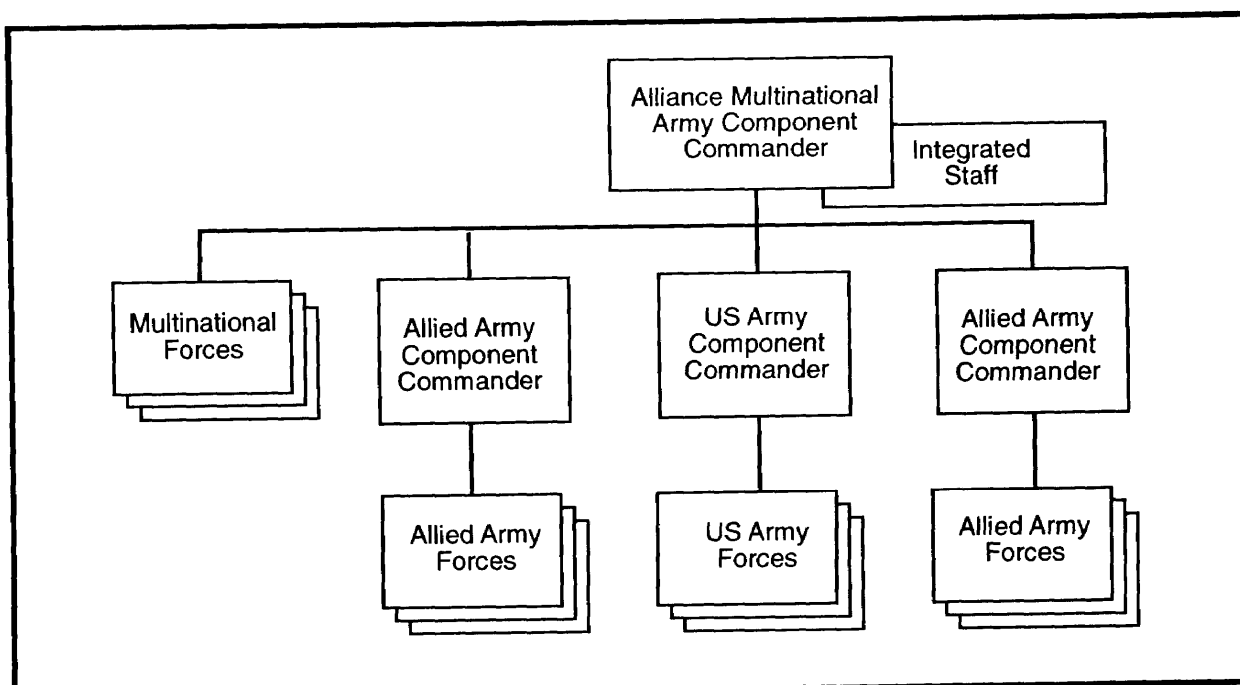
Figure 2-8. Alliance Multinational Army Command Structure
(National Subordinate Formations)

designate a single military commander to direct the combined efforts of the participating forces. The US contingent of a multinational command may be a unified command, a specified command, a subordinate unified command, a functional component command, a JTF, or a force of a single service.

A common understanding of C^2 relationships facilitates the required unity of effort. The US chain of command, from the President to the lowest US commander in the field, remains inviolate. US forces in a multinational force will continue to recognize their COCOM relationship to a US unified or specified commander. Subject to NCA prior approval, a multinational force commander may exercise appropriate and negotiated OPCON over US units in specific operations authorized by a legitimizing authority such as the UN Security Council.

The multinational force commander and the US theater CINC providing the US forces to the multinational force must coordinate and agree to the command relationships. This agreement must be in consonance with the NCA criteria for C^2 within multinational operations, which may establish limits of OPCON. For example, within these limits, a foreign UN commander cannot—

- Change the mission or deploy US forces outside the AOR agreed to by the NCA.

- Separate units.

- Redirect logistics and supplies.

- Administer discipline.

- Promote individuals.

- Change the internal organization of the US units.

Other national forces will likely remain aligned to their national command authority.

International agreements will specify when and how the transfer of authority from national command to multinational command takes place. At lower echelons, command relationships will be identical to US joint relationships (OPCON, TACON, support, coordinating authority) or at least similar (OPCOM, tactical command [TACOM]). Definitions of these terms differ slightly between US and NATO. Commanders of operating forces must clarify how each is applied. FM 100-8 describes the doctrine for multinational army operations.

Section V

Theater Organizations

A theater is an assigned geographic area outside CONUS and under the command of a regional combatant commander (unified command) (Joint Pub 0-2). Under the *UCP,* a theater or AOR is viewed from the strategic context, the level of international military cooperation required, or the degree of dedicated US military resources necessary in the theater. These perspectives influence how the Army conducts operations in each theater.

TYPES OF THEATERS

Military strategists often describe theaters as maritime, continental, or littoral, based on their dominant geographic and strategic characteristics. This description influences the predominant type of military forces used, the strategic missions assigned, and the strategic and operational objectives pursued in the theater.

Continental theaters primarily involve control of land and associated airspace. Maritime theaters focus on ensuring control of the seas and associated airspace. While continental and maritime theaters are different, both demand the synchronized efforts of all services, both within and between theaters. Littoral theaters combine aspects of both continental and maritime theaters.

CONTINENTAL THEATERS

Continental theaters are established to control the land and associated airspace vital to the sustenance of a nation or nations or to destroy an opponent's means to exercise such control. EUCOM, CENTCOM, and SOUTHCOM are

continental theaters. Military action in continental theaters may vary in purpose and scope from participation in the internal defense of another nation against subversion, lawlessness, and insurgency to major operations and campaigns to destroy enemy land forces. The focus of continental campaigns is on the combination and sequencing of air, space, land, sea, and SOF operations.

MARITIME THEATERS

Maritime theaters are established both for the forward defense of the nation and for strategic access to US resource needs, friends, and potential adversaries. ACOM and PACOM are maritime theaters. The focus of maritime campaigns is very similar to that of continental campaigns. Campaigns in maritime theaters may be composed of one or more of the following types of operations:

• Fleet operations to seize or maintain unobstructed access to ocean areas by destroying or blocking enemy forces.

• Joint operations to control key land areas.

• Limited operations with limited objectives such as peacekeeping or nation assistance.

LITTORAL THEATERS

Operations in a littoral region require integration and synchronization of naval, air, and land forces. World political changes and affordability have reduced US access to land bases in forward areas near the most likely crisis regions. This has increased the importance of military operations that can capitalize on sea bases and land lodgments that, once synchronized, project land and air combat power deep into the region. Littoral theaters are not as predominant as the other two theaters but have been seen in previous campaigns along peninsulas or coastlines.

The deployment of US forces to Southwest Asia during Operation Desert Shield in 1990 was accomplished for the most part by sealift. However, maritime support and the maritime interdiction operations required synchronization forces operating within the CENTCOM continental theater, thus forming a littoral region.

ALLOCATION OF RESOURCES AMONG THEATERS

When considering the requirements of the many active theaters, national planners establish the priorities by providing planning guidance, allocating forces, and apportioning limited resources. Theaters are described as *theaters of focus, economy-of-force theaters,* or *deferred theaters.* This description corresponds to the relative prioritization of resources for the specific theaters.

THEATER OF FOCUS

A theater of focus is the theater of main military effort because it has the highest risk level and potential for conflict. NCA and CJCS provide guidance, forces, and resources accordingly. CENTCOM was the theater of focus during Operations Desert Shield/Storm.

ECONOMY-OF-FORCE THEATER

An economy-of-force theater receives a lesser level of forces and resources than the theater of focus because the associated risk and potential for conflict are lower. SOUTHCOM during the early 1980s illustrates this type of theater. Forces and resource requests are filled after those of the theater of focus. Those that cannot be filled are then identified and tagged for filling when the economy-of-force theater is upgraded to a theater of focus.

DEFERRED THEATER

A deferred theater receives the least priority for assigned forces and resources, based on its associated risk level and potential for conflict. CENTCOM during the early 1980s was an example of a deferred theater. Forces and resources are identified and tagged for deployment but not deployed other than during exercises.

INTERNAL THEATER ORGANIZATION

Theater combatant commanders develop a theater strategy and then organize the theater. Considerations for multinational operations should always be prominent as the commander considers his theater structure and command relationships. The Army, besides operating as part of a joint force, must be prepared to conduct multinational

OPTIONS FOR CONDUCT OF WAR

operations with land, air, and naval forces of other nations, as well as interagency operations. While unity of command may not be possible in multinational operations, unity of effort is essential.

Each CINC may assign associated areas within his theater to subordinate commanders. CINCs may designate joint areas or zones during war and MOOTW, while theaters of war and operations are designated only in time of war. Combat zones (CZs) and communications zones (COMMZs) may be established as needed. The CZ is an area required by forces to conduct combat operations. The COMMZ contains LOCs and those theater organizations and other agencies required to support forces in the field. The CINC organizes his theater to enable him to synchronize his unified operations or integrate single-service, joint, special, and supporting operations with allied and interagency activities and NGOs and PVOs.

In war, the CINC may use many of the structures identified above or others as required to subdivide the theater. When the NCA authorizes combat operations, the theater commander, with NCA and CJCS approval, delineates a *theater of war.*

Theater of War

A theater of war is defined as the air, land, sea, and space area which is or may become directly involved in the operations of war. Operations within a theater of war are invariably joint and usually multinational. The theater of war should be operationally self-sufficient, with a sustaining base adequate to support contemplated operations. The theater of war should encompass only that part of the areas or countries to be involved in the war. While part of the theater is in a state of war, it may be possible that all nations within the theater are not at war. See Figure 2-9.

Theater of Operation

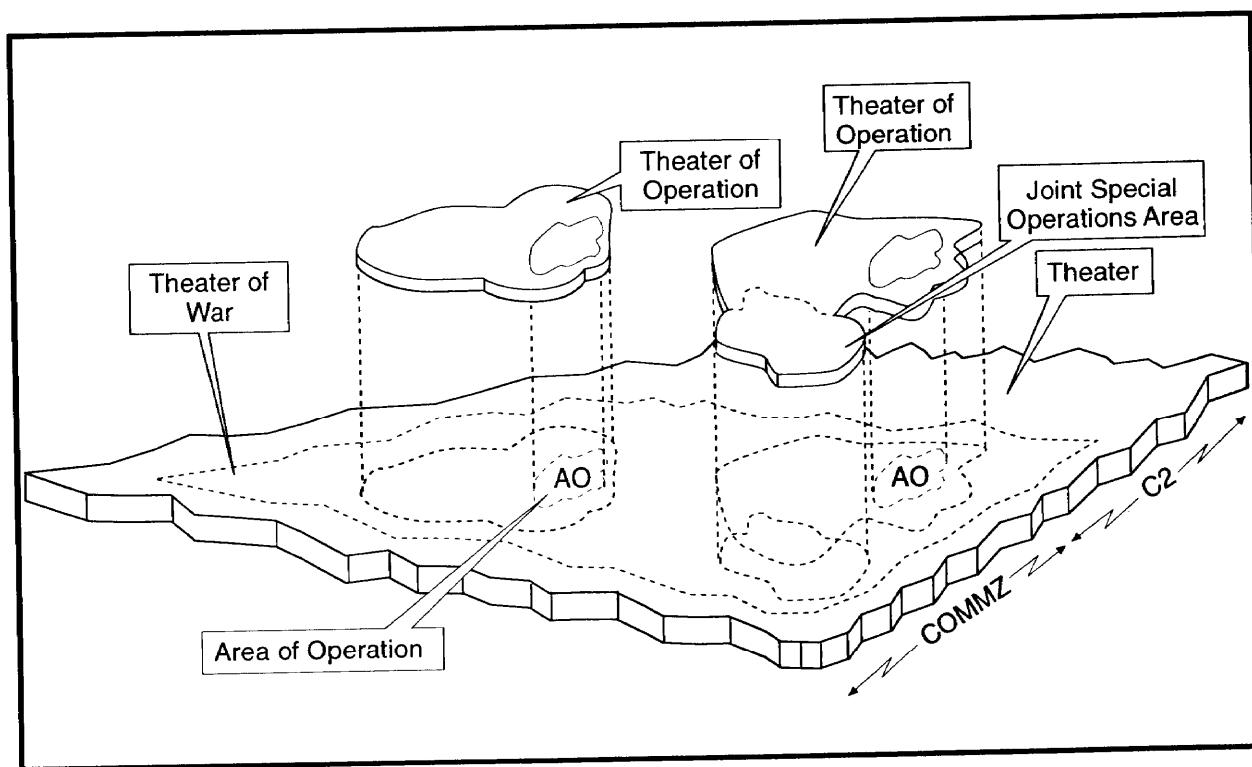If the CINC determines that he should subdivide his theater of war to contend with

Figure 2-9. Theater Organization During War

more than one major threat, he may designate subordinate theaters or AOs for each major threat. Still, the theater commander must ensure that such divisions do not violate the principle of unity of effort. The theaters of operation refer to that portion of an area of war necessary for military operations and for the administration of such operations for extended periods. The theater of operations commander often has responsibilities similar to the theater CINC, but not of the same scope. During World War II, the Atlantic, European, Mediterranean, and Russian theater of strategic direction was divided into four similar subordinate theaters of operation. These theaters of operation were integrated geographically and focused upon enemy Axis forces.

The range of military operations also may require designating several geographic *subareas of responsibility* such as a joint operations area (JOA) or joint zone (JZ), a joint special operations area (JSOA), or a joint rear area (JRA). A subordinate theater also could be used in a larger theater for decentralizing the effort to a subunified commander. Subareas of responsibility are portions of a theater CINC's AOR and are delegated usually for a long term and often over large areas. See Figure 2-10.

Joint Operations Area

JOAs are geographic areas the CINC creates to conduct specific military missions and their supporting activities. JOAs are usually established for short-term operations. JOAs are particularly useful when operations are to be conducted on the boundaries between theaters. The JOA commander's authority is limited to that required to accomplish specific tasks. US operations in Panama during Operation Just Cause in 1989 offer an example of a JOA.

Joint Zone

A joint zone is a term for an area established to permit friendly surface, air, and subsurface forces to operate simultaneously. ARFOR transit but do not normally operate in a JZ.

Joint Special Operations Area

JSOAs are restricted areas of land, sea, and airspace that the CINC assigns to a JFSOCC to conduct special operations. JSOAs may be established for short or long duration special operations efforts, normally when they are independent of conventional operations. If conventional operations in the JSOA are required, coordination with forces operating
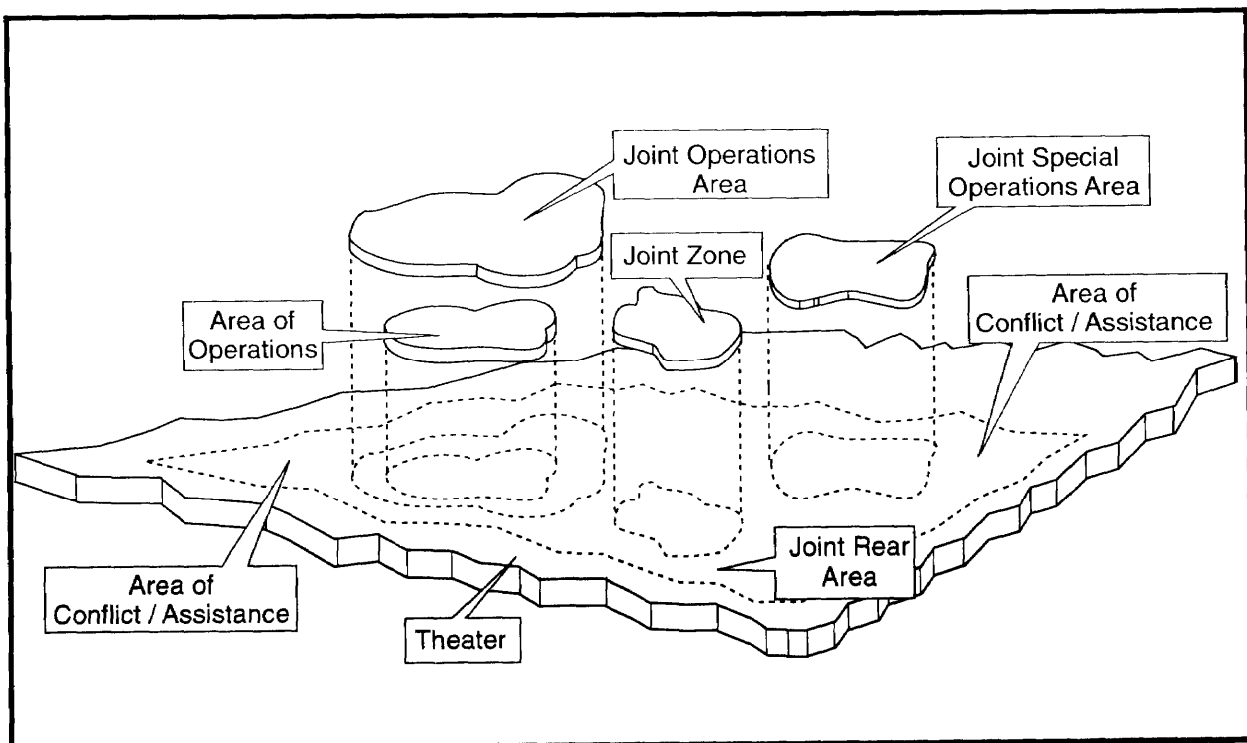

Figure 2-10. Theater Organization for Military Operations Other Than War

within the JSOA must be effected prior to initiation of operations. The CINC may delineate a JSOA to facilitate simultaneous conventional and special operations in the same general operating area. The capture of the hijacking terrorists of the *Achilles Lauro* in the Mediterranean in 1987 was in a JSOA.

Joint Rear Area

In war, as in peacetime and conflict, the CINC may designate a JRA. The JRA is designated to facilitate protection and operation of installations and forces that provide logistics and/or support to combat operations. The joint rear area coordinator (JRAC) is the officer given responsibility for the overall security of the JRA and for furnishing a secure environment to facilitate sustainment, host nation support (HNS), infrastructure development, and movements of the joint force.

The size of the JRA may vary considerably and is highly dependent on the size of the theater, logistics support requirements, the threat, or the scope of the joint operation. The JRA is usually to the rear of the theater or CZ, but it is not necessarily contiguous to the CZ. With split-based operations, much of the JRA could be in CONUS. A JRA can also be adapted to a modern, high-intensity, nonlinear battlefield. A JRA may be segmented and contain isolated pockets of relatively secure support areas that collectively make up a JRA.

Combat Zone, Communications Zone, and Theater Base

The CINC may additionally organize his theater of war into a CZ, a COMMZ, and a theater base. The CZ is that area required by combat forces to conduct operations. CINCs may further subdivide the CZ into forward and rear combat zones. They are normally forward of the Army rear boundary.

The COMMZ contains those theater organizations, LOCs, and other agencies in the JRA required to support forces in the field. Usually, the COMMZ is in the rear portion of the theater of operations, reaching back to the CONUS base or perhaps to another combatant commander's AOR. The theater CINC may establish these areas for long-term, continuing requirements or for short durations to meet a specific situation.

The theater base is a sizable portion of the JRA. It has logistics facilities such as ports of debarkation, marshaling areas, logistics stockage areas, movement control points, logistics headquarters and units, the rear portion of the intratheater communications zone, airfields and air bases, transitioning land forces, theater missile defense forces, the theater rear headquarters, and strategic reserves. See Figure 2-11.

Subordinate Areas of Operations

Subordinate army commanders organize their assigned AOs for tactical operations. This organization is based on terrain orientation, security orientation, or a threat orientation. Subordinate army commanders establish necessary control measures to delineate responsibilities for zones of action or sectors of defense to coordinate fires and direct maneuver. These measures may include lateral boundaries, axes, objectives, phase lines, and special areas, for example, airspace control area or air defense area. If the enemy situation is known, a threat orientation is more appropriate. Accordingly, the subordinate army commanders would organize their AOs to accommodate all of the air, land, and sea forces necessary to impose their tactical battle space to defeat the enemy. For example, the main battle area (MBA) is the portion of the battlefield in which the decisive battle is fought to defeat the enemy. Only those control measures necessary for operations against the enemy should be imposed upon subordinate commanders, minimizing the use of lateral boundaries except where necessary to separate friendly forces or provide flank and rear security against an enemy situation.

OPTIONS FOR CONDUCT OF MILITARY OPERATIONS OTHER THAN WAR

The theater of war does not normally encompass the CINC's entire theater. In the remainder of his theater, the CINC may be conducting MOOTW. CINCs designate a theater structure that achieves strategic and theater focus in both MOOTW and war. This structure allows synchronization and integration of all instruments of power within the theater. At times, this synchronization requirement may extend to UN operations.

If hostilities are imminent, the CINC may designate an *area of conflict*— an area of land, sea, and air designated for the conduct of hostile MOOTW. However, if an MOOTW is required that does not include response to hostilities, such as a natural disaster or humanitarian
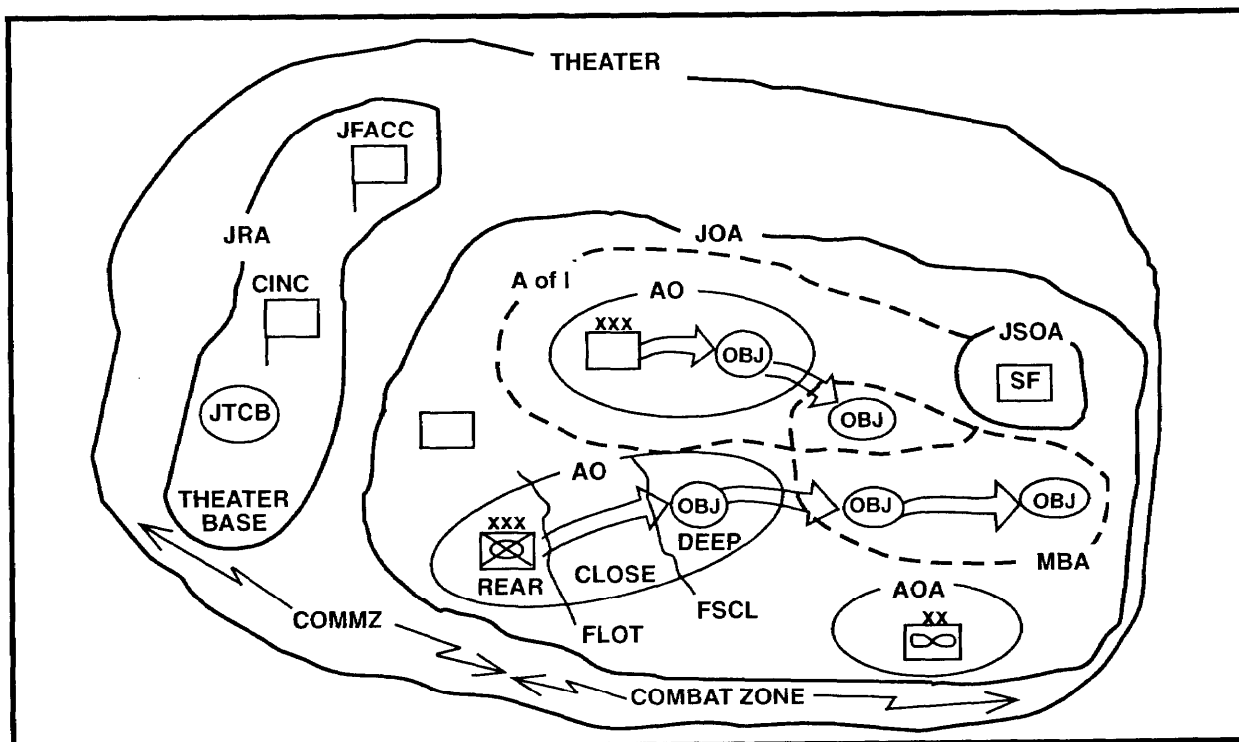
Figure 2-11. Combat Zone and Communications Zone Organization

assistance, the CINC may establish an *area of assistance* within his theater. The area of conflict or area of assistance may be further subdivided into several geographic subareas of responsibility such as a JOA, JSOA, AO, or COMMZ or JRA. Establishment of these subareas is to provide the same functions and control measures as required for conducting wartime operations. See Figure 2-10.

Section VI

The Army in Theater

This section discusses the three tasks of the operational-level commander and how they influence theater organization, the environment, and the echelons of command within the Army. It discusses the ASCC and the Army commander as a subordinate JFC. Senior army leaders, using an operational-level perspective, task-organize the Army to maximize its capabilities in the theater. The Army's theater organization provides the means to execute the designs of operational art while facilitating joint operations.

ARMY OPERATIONAL-LEVEL COMMANDER

The ASCC supports the theater combatant CINC by conducting Army operations to support or attain the CINC's established objectives. The Army contributes forces to perform combat, logistics, and support activities in theater. The Army organizes, trains, and equips these land forces to accomplish all assigned missions.

Unified C^z results in assigning forces for employment, apportioning forces for planning, and allocating them for execution to combatant

commanders. In support of the CINC, the ASCC organizes the assigned forces to accomplish the three operational-level tasks of the senior army commander:

•Establishing the link among joint, multinational, interagency, NGO, PVO, or UN operations.

•Executing functions to support continuous operations by subordinate army forces.

•Planning and executing operations to support the joint campaign when designated as an operational commander by the CINC.

Other subordinate army commanders may perform the tasks; still, they remain the responsibility of the ASCC.

ESTABLISH JOINT, MULTINATIONAL, NGO, PVO, AND INTERAGENCY LINKAGE

The first task of the senior army commander in theater is to establish linkages to joint, multinational, and interagency organizations. These linkages include—

•Receiving joint, multinational, and interagency or UN direction.

•Advising the CINC on Army capabilities.

•Establishing liaison with joint, multinational, and interagency organizations and NGOs and PVOs.

•Augmenting the joint, multinational, and interagency staff as required.

•Linking with specific joint, multinational, NGO, PVO, and interagency systems.

•Coordinating intelligence collection, analysis, and dissemination.

The commander's guidance includes the subordinate commander's missions and tasks that are expected to contribute to the higher echelon's plan. The guidance should include the assignment of forces and sequencing of subordinates' assigned mission and tasks. The guidance will include any delegated authority, other information pertinent to the situation, and any changes that modify subordinate missions and tasks.

The ASCC of the unified or subunified command or the ARFOR commander of the JTF advises the CINC or CJTF, respectively, on employment of US Army organizations and their capabilities. The ASCC must ensure that his subordinate commanders and staffs are trained, agile, and versatile to meet this requirement. The CINC looks to his ASCC for the nomination and selection of specifically Army-apportioned or assigned units for assignment to subordinate joint commands.

The Army conducts liaison with joint, multinational, NGO, PVO, and interagency organizations in theater. This liaison includes lateral liaison with other services, as well as higher and lower liaison with the appropriate joint or multinational force staff and any subordinate joint or multinational organizations as required. The ASCC must understand the capabilities that the other services bring to the theater. Such understanding enhances the opportunity for synergy within the joint force.

Similar to the exchange of liaison teams is the requirement of ARFOR to augment a joint force staff or receive augmentation from joint forces when the Army forms the core of a joint staff headquarters. The ASCC must interface with joint information and control systems such as intelligence and communications. These systems require specific hardware that may be unique to the joint force headquarters and may require special Army efforts for effective joint coordination.

Army intelligence elements closely coordinate with joint, multinational, and interagency organizations to establish the mutual supporting intelligence structure required to support the joint commander's operations. The intelligence structure should assign collection capabilities consistent with available assets, conduct timely all-source analysis, and provide rapid dissemination of available intelligence information.

CONDUCT SUPPORT OPERATIONS

The second task of the ASCC in theater is to execute his Title 10 responsibility by supporting operations. At theater level, the preponderance of operational considerations are logistical but may include significant engineer efforts, depending upon existing infrastructure. In the force-projection mode, decisions made early will be highly significant as the time for combat operations approaches. Decisions such as the sequencing of arriving forces and equipment will often not be reversible.

The answers to such questions as what is needed first—construction engineers or infantrymen, tanks or trucks—may sow the seeds of success or failure. The commander and his staff should analyze these kinds of questions, being careful not to eliminate any option before the need for such a decision is clear.

These analyses require a full assessment of the factors of METT-T and an understanding of where and how risks are taken. Army commanders retain responsibilities to support Army units through the service chain of command, regardless of the joint and multinational arrangements. The ground transportation system, common classes of supply, and construction of the infrastructure are examples of the Army's contribution to the overall theater effort.

Each joint or multinational organization with Army forces has an ARFOR commander who ensures Army support requirements are met. These support requirements, which include logistics, personnel services, and health services, are service-specific and flow through the service chain of command. Support functions at the operational level are addressed in FM 100-16, FM 100-10, and FM 63-4.

CONDUCT OPERATIONS

The third task of the ASCC in theater is to conduct operations. When designated by the CINC as an operational-level commander, the senior army commander, in this role, serves in the chain of command, planning and executing major operations that support the joint campaign. He designates, sustains, and shifts the main effort of subordinate ground forces to support the joint or multinational plan. His understanding of *operational art* (see Chapter 3) is essential to his performance of this role.

ARMY SERVICE COMPONENT COMMANDER

Each unified and subordinate unified command has an Army service component command. The CINC's Army service component command consists of the ASCC and all those elements under his command. The ASCC is responsible for—

- Recommending to the CINC or subunified commander the proper employment of Army component forces.

- Accomplishing assigned operational missions.

- Selecting and nominating specific units of the Army for assignment to theater forces.

- Conducting joint training, including training other service components as directed.

- Informing the CINC of Army logistics support effects on operational capabilities.

- Supporting operational and exercise plans as requested.

- Developing Army program and budget requests for the CINC.

- Informing the CINC of program and budget decisions that may affect planning and operations.

- Conducting Army-specific functions such as internal administration and discipline, training, normal logistics functions, and Army intelligence matters.

- Informing the CINC of joint nonstrategic nuclear support required by the Army.

- Ensuring signal interoperability.

- Providing logistical and administrative support to the ARFOR participating in a JTF.

SUPPORT

The Army service chain expects the ASCC to monitor and support all ARFOR in its geographic area. The ASCC, exercising ADCON, may communicate through the Army Chief of Staff to the Secretary of the Army for service-specific matters. The ASCC is responsible for command logistical support unless a higher command directs otherwise.

Sometimes, the CINC may direct the ASCC to provide common items to other services within his AOR. Additionally, the ASCC may support allied or coalition forces. Army commanders in joint organizations use the channel from the ASCC to the Department of the Army for service-specific requirements. This channel forms a hierarchy for Army support in theater but does not imply a superior-subordinate relationship. Army elements within subordinate joint

organizations perform functions similar to the ASCC. An illustration of this concept is the organization of the service channel in PACOM with a notional JTF (Figure 2-12).

In Figure 2-12, the ARFOR within the notional JTF coordinate logistics through US Army, Japan (USAR-J). USAR-J is the Army service component command of USFJ, a subunified command. USAR-J is responsible for coordinating support services through US Army, Pacific (USARPAC). Within PACOM, a unified command, USARPAC is the Army service component command and coordinates directly with the Department of the Army. The purpose of the service channel is the efficient use of Army resources within a theater. The JTF establishing authority's Army service component command is responsible for providing logistical and administrative support to ARFOR participating in a JTF.

COMMAND AND CONTROL

During conditions of peacetime, each regional CINC has an Army service component command through which he normally exercises COCOM of ARFOR assigned by the NCA to the CINC. In conflict and war, the CINC may transfer OPCON to the designated

headquarters. The organizational design of a headquarters to support C^2 tasks of the Army service component command, the JTF, the operational-level headquarters (numbered army), and corps must be versatile, agile, flexible, and modular in structure. Such a design provides the Army service component command the flexibility to establish the required C^2 capability, using assigned assets or preestablished functional and modular augmentation packages from other component forces or other Army assets.

The ASCC must determine the degree of participation within the AOR required by ARFOR. That participation can range from Army contributions to a JTF, to total involvement of the Army component in theater, to reinforcements from CONUS or other theaters. The assessment of the operational environment will determine how the Army organizes within the AOR.

The first option is for the ASCC to provide an operational-level C^2 capability. The Army contribution to a subunified command is an example of this option. This subunified command's ASCC has responsibilities within the designated AO similar to those of the unified commands ASCC. The deployment of
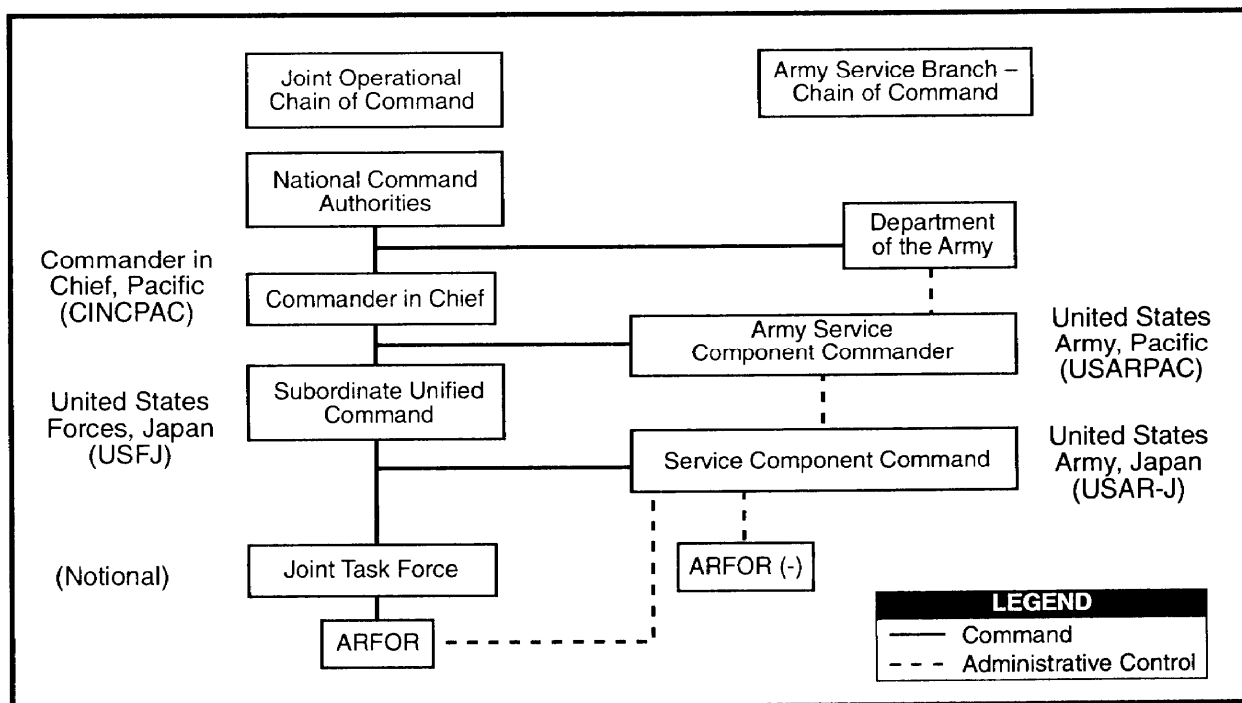
Figure 2-12. ASCC Support to ARFOR in a JTF

Figure 2-12. ASCC Support to ARFOR in a JTF

Army units to operate within a JTF requires the ASCC to establish an ARFOR operational-level headquarters to command and control those units. This headquarters may require augmentation from the ARFOR not assigned to the CINC or from other services. Another alternative is to augment the JTF headquarters. The complexity of the environment and the degree of Army participation determines the option selected.

A second option is the formation and deployment of an operational-level headquarters (for example, a numbered army) to control the conduct of operations. The ASCC makes this decision in consultation with the CINC. This presupposes a highly complex operational environment with the involvement of multiple ARFOR (usually more than one Army corps). The ASCC remains the senior army commander within the unified command and may or may not be physically located within the AO. If the ASCC is not located in the AO and does not deploy, he may constitute and deploy a requisite headquarters to perform C^2 for the ASCC's Title 10 support responsibilities therein. This requisite headquarters would be in addition to the operational-level headquarters conducting operations.

The first two options require coordination with the CINC. The third option is internal to the ASCC and concerns the organization of the Army operational-level component. The ASCC may determine a need to consolidate functions under a deputy commanding general responsible for operations and a deputy commanding general responsible for support and logistics. The DCG for Support would serve as the senior logistician responsible for battle command of all logistics and support forces and coordination of all logistics support. If designated as the executive agent, the DCG for Support would also be responsible for coordinating logistics support for joint and/or multinational forces in the theater of operations.

The DCG for Operations would serve as the senior operator responsible for battle command of all maneuver forces, conducting major operations, battles, and engagements. In this arrangement, the ASCC would continue his service responsibilities and establish required linkages among joint, multinational, interagency, NGO, PVO, or UN. This option reduces the span of control required of the commander. As with the first option, complexity of the environment determines the selection of this organizational alternative.

These options provide an orderly means for the Army to accomplish the operational-level responsibilities in theater. The options also provide a means to evolve the Army theater structure as the complexity of the theater evolves.

Another set of circumstances in which the Army could be divided into separate elements is when the CINC requires a sense of urgency and direct responsiveness of an Army force to him. Under such exceptional circumstances, the theater organization may have two or more independent ARFOR operating directly under the theater CINC. These separate ARFOR would focus on specific missions, as determined by the CINC and ASCC. The ASCC continues to focus on the task of supporting the operations of all ARFOR within the theater. However, commanders of the ARFOR under COCOM (working directly for the CINC) focus primarily on operations and the establishment and maintenance of joint and multinational linkages. *Thus, the three tasks of the operational-level commander would be conducted by both Army commanders.* The structure of the ASCC is adaptable enough to meet the three crucial tasks in any theater situation. The ASCC's responsibility is to advise the CINC of a structure that meets the dictates of operational design.

Both the ASCC and numbered army commanders would be responsible for establishing linkages with joint, multinational, government, nongovernment, private voluntary, and interagency organizations. However, the ASCC would focus on support operations, and the numbered army commander would focus on the conduct of operations and the requirements of a joint force land component, if designated by the CINC.

ARMY COMMANDER AS A SUBORDINATE JOINT FORCE COMMANDER

The CINC may designate an ARFOR commander as a subordinate JFC. The designation may be as a subunified commander, a JFLCC, or a CJTF. Based on the ASCC structure, the Army JFC must reexamine his responsibilities and capabilities to perform the three tasks of the operational-level commander. Establishing a joint headquarters under these circumstances will be a unique extension of the joint linkage task.

As a JFLCC, the ARFOR commander retains the responsibility, through the service branch of the chain of command, to support subordinate Army forces. Because of the complexity of the two tasks—operations and support—the ASCC may delegate the authority for performing the support task to a subordinate Army headquarters. The ASCC, when delegating this responsibility, must ensure his subordinate commander is aware and understands the CINC's intent and concept of operations. This delegation allows the ASCC, as the JFLCC, to focus on conducting operations.

As a subunified or CJTF, the ARFOR commander would normally expect to focus on the conduct of joint operations. Support of the ARFOR under control of the subunified command or JTF will flow through the CINC's ASCC. Depending on the method in which the CINC employs the Army component, the ASCC may appoint a single subordinate commander responsible for executing typical logistics and administrative functions. Chapter 6 has details on Army component operations.

OPERATIONAL-LEVEL ENVIRONMENT

The requirement to assess the environment in which operations are to be conducted exists at the strategic, operational, and tactical levels. The factors of METT-T provide a structure for the conduct of those analyses. In preparing and conducting major operations to support joint campaigns, the ARFOR commander and the CJTF must examine the operational environment, using the factors of METT-T and a regional analysis. The results of that examination serve as a means for assessing relative strengths and weaknesses of the theater and are used to guide and temper actions.

The ARFOR commander and the CJTF view the operational-level environment in much the same manner as the CINC views the larger theater strategic environment. Both commanders consider the factors peculiar to the area in which they will operate. The environment is determined by the circumstances, influences, and conditions that affect the employment of military force and the decisions of the operational levels of command.

The assessment of the strategic environment is based upon the circumstances, conditions, and influences of the theater. The operational environment within that theater is assessed in a similar manner. The commander's three operational-level tasks provide the structure for the METT-T assessment and correspond to the three elements in the strategic assessment. Within these three tasks, eight components further define the operational METT-T assessment. Figure 2-13 is a model for the conduct of the operational-level assessment.

JOINT, MULTINATIONAL, AND INTERAGENCY LINKAGE (CIRCUMSTANCES)

Four components make up an assessment of joint, multinational, and interagency linkages.

Interoperability

Interoperability is the ability of forces to provide a capability or service, to accept services from other forces or agencies, and to use those capabilities and services to operate effectively together. The presence of government agencies is an aspect of operations in a joint environment. The degree of required Army interoperability with these agencies will be determined by the circumstances of the operational environment.

Alliances and Agreements

Alliances and agreements are the formal means that guide multinational operations. The degree of formality is a dynamic state
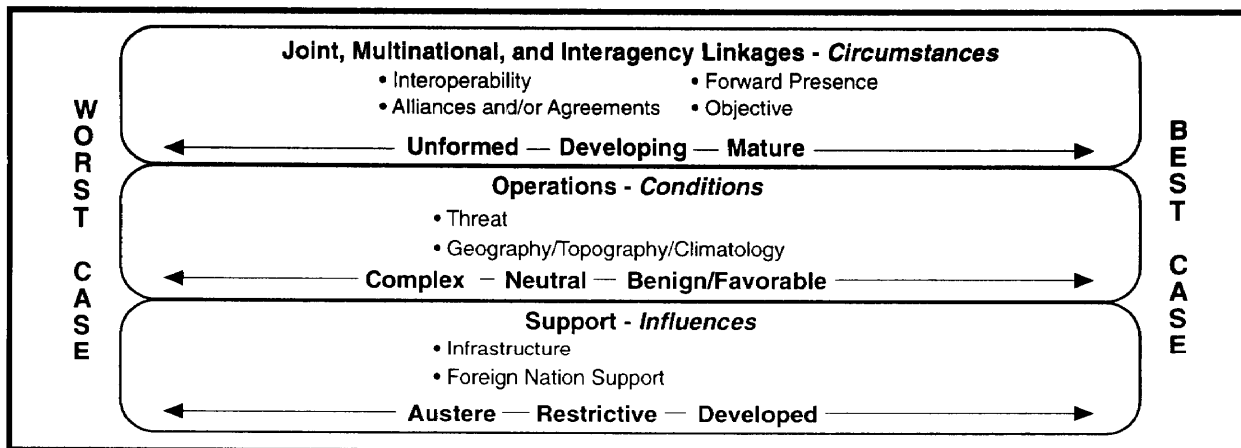
Figure 2-13. Operational Tasks/Environment

determined by mutual needs. Where need exists, the degree of formality increases with time. This same principle applies to interagency operations. These arrangements are initiated when a requirement for more formal arrangements exists.

Where arrangements are yet unformed or in early development, operations may be based on very informal agreements by representatives of the Army and the agency. Initially, participants may have only general principles from public law, presidential instructions, and agency policy or doctrine to guide their actions. As time permits and requirements demand, the arrangements are formalized in memorandums of understanding that outline specific responsibilities.

Forward Presence

US forces, in modest numbers, are forward deployed to sustain alliance commitments and to contribute to regional stability. *Forward presence* is accomplished also through the periodic deployment of CONUS-based forces for participation in training exercises, nation assistance activities, or counterdrug operations. Pre-positioning of forces and sustainment to include Army pre-positioned afloat (APA) contribute to mobility and flexibility of US forces. This supports the force-projection military strategy and provides for rapid response to a crisis or reinforcement and sustainment of forward-presence forces.

Objective

The operational-level commander derives the *objective* from the theater campaign plan developed from the theater military strategy. That plan and strategy is subject to

modification by allies/coalition leaders, which may have a subsequent impact on the operational objective. The time available is also a factor that must be addressed when considering the objective.

OPERATIONS (CONDITIONS)

The components of the operations task are the *threat* and the *geography, topography,* and *climatology.*

Threat

The *threat* is based on the ability of an enemy or potential enemy to limit, neutralize, or destroy the effectiveness of a current or projected mission, organization, or equipment item. The threat may be indirect by having the potential to adversely impact on US interests or the attainment of US objectives. The world remains extremely dangerous. Many nations can acquire technologically advanced, highly lethal weapons that could threaten US and allied forces. For example, third-dimension platforms, ballistic missiles, cruise missiles, armed helicopters, and weapons-carrying unmanned aerial vehicles (UAVs), combined with accurate guidance and mass casualty warheads, present a significant threat to a warfighting CINC's assets.

Instabilities

A variety of factors challenges the stability of various countries and regions. These *instabilities* can lead to increased levels of competition, regional conflicts, and civil war. Additionally, regional factions, some possessing forces and equipment equivalent to the US, may seek to expand their influence by coercion or direct force. These regional

challenges will often involve an adversary whose system of beliefs interprets differently such fundamental ideas as right or wrong, the value of human life, and the concept of victory and defeat.

Geography, Topography, and Climatology

The *geography* describes the land, sea, air, and the distribution of plant and animal life, including man and his industries. The *topography* describes the configuration of a surface, including its relief and the position of its natural and man-made features. *Climatology* describes the prevailing weather conditions of a region.

SUPPORT OPERATIONS (INFLUENCES)

Two components of the support task are the infrastructure and foreign nation support.

Infrastructure

Infrastructure is a term that applies to all fixed and permanent installations, fabrications (road, rail, communications networks, water networks, air networks, or utility systems), or facilities for the support and control of military forces.

Foreign Nation Support

Foreign nation support includes all civil or military assistance provided by a nation to foreign forces within its territory during peacetime, conflict, or war. Foreign nation support is based upon agreements mutually concluded between nations. The coalition participants establish similar support arrangements at the theater strategic level. An additional concern, especially in alliances, is to determine the type of support that the US forces, when directed, may have to provide to the alliance partners or host nation.

RANGE OF OPTIONS

As the commander examines the operational environment, he begins to make judgments about the operational impact on his three tasks. These judgments are the subjective and objective measurements of the components of each task as they affect the employment of the Army force. They correspond to a range of options that describes the commander's ability to accomplish the three tasks in the operational environment. Figure 2-13 lists the three tasks, the operational environment components, and the broad values that describe the range over which these tasks and components may be measured.

The commander assesses the operational environment and assigns a cumulative assessment describing it as *austere, restrictive,* or *developed.* This perspective permits the comprehensive analysis of the operational environment through the examination of each task and the environmental components that align with each task of the operational commander. This analysis helps identify the areas that require more or less effort. The analysis also influences the commander's skillful synchronization of the operational functions.

Chapter 3

Theater Strategic and Operational-Level Perspective

A major concept essential to understanding Army theater operations at the operational level is *operational art* and *design.* Key elements of operational art and design apply across the range of military operations. Commanders must understand these elements when they plan and conduct Army operations in theater. This chapter discusses the Army operational-level commander's employment of *ways* and *means* to obtain *ends* established by theater strategy and campaign plans.

No particular echelon of command functions solely at the operational level. Command echelons may vary with the nature of the campaign or major operation, strategic and military objectives, organizational structure, or size of the joint force. The intended purpose—not the level of command—is the primary determinant of whether a force functions at the operational level.

OPERATIONAL ART

FM 100-5 describes *operational art* as "... the skillful employment of military forces to attain strategic and/or operational objectives in a theater of operations through the design, organization, integration, and conduct of theater strategies, campaigns, major operations, and battles. Operational art translates theater strategy and design into operational design which links and integrates the tactical battles and engagements that, when fought and won, achieve the strategic aim."

Operational art links tactical events to strategic objectives. Using operational art, the CINC envisions the theater strategic and operational design. To achieve theater strategic design and objectives, the CINC arranges unified operations, joint operations, major operations, and tactical-level battles. Operational art at the operational level uses major operations in support of joint campaigns to sequence these events over time and space. Senior army commanders and their staffs practicing operational art may operate in a joint and possibly combined arena. They sequence Army operations to achieve theater strategic and operational objectives.

KEY CONCEPTS OF OPERATIONAL ART AND DESIGN

The theater strategic and operational concepts that explain operational art and design include *center of gravity, decisive points, lines of operation, culminating point, indirect approach, positional advantage and strategic concentration of forces,* and *deception.* The CINC and his principal subordinates should agree on what design features are most important to accomplishing the mission. The CINC establishes the first use and priority of these concepts. Subordinates' use and priority is a subset of the CINC's. For example, the CINC selects the strategic center of gravity, and subordinates select decisive points on the path to attacking the center of gravity.

Center of Gravity

The essence of operational art is concentrating friendly military forces and resources against the enemy's main sources of strength (strategic center of gravity) in a manner that provides the JFC with the strategic and operational advantage and the initiative. The destruction, dislocation, or neutralization of the enemy center of gravity should prove decisive in achieving strategic

3-0

objectives. Similarly, the JFC must identify the theater friendly center of gravity and protect it.

The enemy center of gravity exists at all levels of war. A center of gravity is the foundation of capability—what von Clausewitz called "the hub of all power and movement, on which everything depends....the point at which all our energies should be directed." *(On War,* 1976) The center of gravity maybe seen in more complex components or abstract terms, such as *the enemy's alliance, solidarity,* or *national will* and in actual examples such as *strategic reserves, C², logistics, industrial base,* and so forth. The center of gravity is most useful at the operational level of war as an analytical tool to focus the effort against the enemy's strength.

In MOOTW such as disaster relief and humanitarian assistance the enemy's center of gravity is the threat of hunger or the elements of the environment. The uniqueness of these operations requires the commander and his staff to understand the military's role in relation to the total efforts of national power being used to resolve the situation. The military's role supports the other elements of national power.

Decisive Points

Decisive points provide commanders with a significant advantage. They are the keys to defeating or protecting the center of gravity. Normally, there are more decisive points in a theater than there are resources to attack them. The commander designates the most critical points and objectives as a means of gaining freedom of maneuver to gain and maintain momentum. By correctly identifying and then attacking (or protecting) decisive points, the commander is able to defeat the enemy's center of gravity. Decisive points serve as trigger points for friendly force actions that sustain the initiative. The AO will have more decisive points than available resources to commit against them. The commander and his staff must conduct a risk analysis to prioritize the friendly force efforts.

A stand-alone, individual information war action can be decisive. Winning the information battle before the war can be even more decisive than winning it during hostilities. Winning the information war before the war may preclude combat operations. The ability to get inside an adversary's decision-making cycle (his operational ability to react) is critical to attacking his centers of gravity,

exploiting his weaknesses, and effectively concentrating our own combat power. An area that must not be overlooked is using, and even driving, emerging technologies to access the tactical situation on the ground.

Lines of Operation

Lines of operation define the directional orientation of a force in relation to the enemy. They connect the force with its base of operations—from which it receives reinforcements and resupply--and its forward units—where it operates against the enemy. This concept is linked to the interior or exterior (or combination) directional orientation of a force in relation to the enemy. Lines of operation are used to focus combat power effects toward a desired end.

Culminating Point

The culminating point is the point in time and space at which the offensive becomes overextended, and offensive combat power no longer sufficiently exceeds that of the defender to allow continuation of the offense. While this point may not be precisely determined, the commander and his staff should consider it in the design concept.

A defensive culminating point is that point at which the defender's capability is reduced to such a degree that continued pursuit could result in the defender's defeat in detail. If the defender's aim is to transition to the attack, then the culminating point is where the defender must revert to a holding action and await reinforcement. If the defender's aim is to retain terrain, then the culminating point is where the defender must withdraw, delay, and so forth.

Indirect Approach

An indirect approach is a scheme that attacks the enemy center of gravity from unexpected directions or at unexpected times. The indirect approach seeks enemy vulnerabilities and avoids enemy strengths. The application of techniques to win the information war is one area that leads itself to the indirect approach. When possible, JFCs attack enemy centers of gravity directly. Where direct attack means attacking into an opponent's strength, JFCs should seek an indirect approach. Examples include attacks of flanks, rear areas, or C² capabilities. Vulnerabilities are boundaries or seams between forces, the relative weaknesses of unprotected flanks or rear areas, or unhardened

command, control, communications, and intelligence (CI) facilities.

Positional Advantage and Strategic Concentration of Forces

Strategic realities indicate that force ratios may not favor friendly forces across the theater. Therefore, the JFC determines where to strategically concentrate force and in what areas to accept risk. Clearly, this aspect ties in with the center of gravity, indirect approach, positional advantage, and deception. Joint forces seek to obtain positional advantage relative to enemy forces. Such advantage includes control of territory—air, land, sea, subsea, and space—from which to better operate and attack. Having positional advantage includes denying this territory and freedom of movement to the enemy. Attaining this advantage involves combat operations.

Deception

Deception manipulates enemy perceptions about friendly force intentions, positions, and timing. Deception has strategic, operational, and tactical aspects, and its planning is as complex and detailed as the overall plan. Deception relies heavily on intelligence information, which helps commanders identify appropriate targets, develop a credible story, and determine the effectiveness of the effort.

KEY ELEMENTS OF THEATER AND OPERATIONAL DESIGN

The key elements of theater and operational design reinforce the concepts of operational art and design. The elements consist of the—

- •Objective.
- •Sequence of operations and use of resources.
- •Phases.
- •Branches and sequels.
- •Sequential and simultaneous warfare.
- •Logistics.

The senior army commander's effective use of operational art and design elements translates theater strategy and the campaign into operational and, ultimately, tactical action. No specific level of command is concerned solely with operational art and design. The level of command that has the responsibility to link strategic aims with tactical execution varies in military operations.

The theater commander and subordinate operational-level commanders may control large military formations over great geographic distances while sequencing tactical military operations in pursuit of strategic or operational objectives. Conversely, operational-level commanders may control relatively small military formations conducting specific, short-term operations for the same purpose. Senior army commanders practice operational art across the range of military operations. Whatever the environment (peacetime, conflict, or war), the operational-level commander links theater strategy and campaigns to tactical execution by effectively sequencing operations over time.

Objective

The objective is the central element of operational design because it establishes the condition necessary to achieve the strategic aim. While the CINC initially keys on national or alliance strategic objectives, he also supplements them with theater strategic and operational objectives. To ensure clarity of strategic and operational intent when conducting subordinate campaigns, JFCs may identify and carefully describe operational objectives from the CINC's specified and implied tasks.

Sequence of Operations and Use of Resources

The sequence of operations and use of resources are closely related elements of theater and operational design. The operational-level commander links theater strategy and campaigns to tactical execution by effectively sequencing major operations and battles over time. As described in FM 100-5, tempo and battle command contribute significantly to the effective sequencing of events.

The JFC visualizes the sequence of operations necessary to achieve the desired conditions of the strategic end state. Without this linkage, operations are apt to become a series of disjointed events less likely to achieve the desired theater objectives. The visualization includes identifying the enemy center of gravity and culminating points and protecting the friendly center of gravity. This process is useful when determining phases of a

campaign, applying resources against these phases, and enabling the JFC to envision requirements for branches or sequels.

Phases

Generally, the campaign is divided into phases that focus on major changes in the nature of the total effort, such as defensive to offensive, decisive maritime action, and decisive continental action. Some campaigns are naturally progressive in their phasing (establish sea control, gain a lodgment, initiate a major continental campaign), while others are more complex. The latter may be the case when the opponent has initiated hostilities and the theater commander must transition from an initial defense, to seizure of the initiative, and eventually to offensive operations to achieve the strategic goal. The main effort is to attack the centers of gravity simultaneously throughout the depth of the battle space. Often that effort is phased.

Each phase in the campaign should lay the groundwork for its successor until a final decisive effort can be joined. A phase may orient on a physical objective or on establishing a certain advantageous condition. The description of each phase should identify the strategic tasks to be accomplished, together with the ultimate purpose—the why—of the strategic tasks. The description should include a narrative of the theater commander's strategic concept of how and when these strategic tasks are to be accomplished. It should also include an estimate of force requirements, as well as major supporting operations necessary for the effort.

These concepts and force estimates should be continually refined up to the time the operation order implementing that phase is required. Prior to terminating the phase or meeting the necessary conditions for moving to the next phase, planning will have begun and the refinement process to facilitate the transition will continue.

The phasing and sequencing of operations should not be slow or methodical. However, as soon as conditions permit, the JFC strives to overwhelm the enemy throughout the depth of the battle space. He conducts simultaneous attacks throughout the depth to paralyze the enemy and force an early capitulation.

Branches and Sequels

Besides phases, the JFC visualizes requirements over the full range of operations for branches to preserve freedom of action. Branches are contingency plans for changing disposition, orientation, or direction of movement and for accepting or declining battle. Sequels are actions taken after an event or battle and are based on possible outcomes—victory, defeat, or stalemate.

Sequels, for example, might reflect a potential transition from the strategic defense to a counteroffensive, to a withdrawal, or to an occupation. The visualization of branches and sequels is not simply a thought process of events. This visualization is a parallel planning process that provides the command a valuable resource-time.

Sequential and Simultaneous Warfare

In considering phasing, the JFC addresses the problem of deployment to ensure that forces arrive at times and places that support the campaign. Because of limited resources, geographic considerations, and our system for organizing the force, the US may go to war in sequential phases.

At the strategic level, sequential actions include mobilization, deployment, and sustainment of the sequential employment of forces. Because the US is strategically insular, plans are driven to exterior LOCs, and, with limited resources, the campaign is phased to achieve strategic ends.

At the operational-level, sequencing may be seen more in terms of employment. Additionally, sustainment is a critical consideration in sequencing campaigns. The campaign establishes requirements for the procurement and apportionment of national resources from CONUS-sustaining bases. Forward bases must be established, LOCs must be opened and maintained, intermediate bases of operations must be established to support new phases, and priorities for services and support must be established by phase. Logistics considerations, then, become key to sequencing the campaign plan.

Notwithstanding the generally sequential nature of campaign phases, some phases are conducted simultaneously—particularly in depth. Deployment may continue well after employment begins. Sustainment is conducted throughout. Redeployment may begin during posthostility operations. Defense and offense

operations are always interrelated. Also, sequential operations may be conducted in a single operation, for example, the raid into Libya.

Logistics

Logistics is one of the combat functions that helps commanders build, sustain, and project combat power. It is also a major operating system at each level of war. Combat operations and logistics increasingly merge at higher levels of war. Neither can be conceived without consideration of the other.

Strategic and operational logistics support wars, campaigns, and major operations; tactical logistics supports battles and engagements. Strategic and operational logistics interface in the theater. The combatant commander provides strategic guidance and priorities for operations, while the service component commanders identify operational requirements to the national industrial logistics base.

Deployment and integration of forces and logistics in the theater are based on the combatant commander's theater strategic design in his campaign plan. Centralized management and distribution of supplies and materiel at the strategic level facilitate decentralized execution of logistics at the operational and tactical levels. Further discussion of operational art and its corresponding components can be found in FM100-5.

RESOURCES

The resources provided to the operational commander are the *means*. The authoritative direction that governs the conduct of operations are the *ways*.

MEANS

The means allocated to the operational commander influence the selection of the operational objectives. Tangible resources include military forces and supplies made available to the commander. These may include other nonmilitary assets such as US civilian agencies or HNS and direct augmentation, for example, civilian reserve air, land, or maritime fleet transportation assets.

Intangible resources include the commander's authority over forces not under his direct command; authority over certain nonmilitary aspects of theater operations, for example, refugees; and public and diplomatic support of military operations.

WAYS

The allocation of resources provides capabilities and constraints on the conduct of operations. The concept for operations emerges from these capabilities and constraints. The concept is tempered by contingency plans (branches) that include deception. The authoritative guidance for the operational concept is the ways of the operation.

The nature of the strategic direction may require that the use of military force be limited such as by ROE. Limiting factors dictate how the Army operational-level commander uses resources to attain a particular operational objective. The Army commander articulates these limiting factors in the form of *restrictions* and *constraints*.

Restrictions

Restrictions prohibit the operational-level commander from performing specific actions or categories of actions. The laws and treaties of the US embody some restrictions such as those on the treatment of noncombatants imposed by the Geneva Conventions. Others will be unique to the circumstances and locale of the particular conflict. Some restrictions may prohibit the use of certain weapons, preclude operations in certain geographical areas, or limit certain tactical methods such as the mining of harbors. Such restrictions may influence the achievement of operational-level objectives.

Constraints

Constraints shape operational alternatives. In contrast to restrictions, constraints denote actions that the commander must take or methods he must employ. Limits of advance and control measures in general are examples of constraints. The imperative to minimize casualties also may shape alternatives.

Methods may include objectives unrelated to operational military aims but which have inherent strategic significance. For example, the JFC may require the Army commander to

employ combined forces even though their use would make operations more complex from the Army perspective. Frequently, constraints require retaining or protecting areas deemed diplomatically or psychologically important but tactically insignifican. The retention of Verdun in 1916 constituted such a constraint on French operations, though it resulted in no military gain and cost nearly a million lives.

OPERATIONAL-LEVEL COMMAND

The Army may act as a service component, functional component, subunified command, or JTF subordinate to the JFC during the conduct of operational-level activities. The ASCC, or ARFOR commander, acting in one or more of these roles at the operational level, plans and conducts subordinate campaigns, major operations, and operations to attain theater strategic and/or operational objectives to support the joint force mission.

The JFC translates strategic guidance to operational terms in the form of an OPLAN or operations order (OPORD). This OPLAN/OPORD includes a clear mission and specific tasks to which the traditional military decision-making cycle is applied. The JFC provides a clear definition of the conditions that constitute the strategic and military end states. The conditions for the end states must exist before planning and execution of military operations can be effective. The Army operational-level commander may translate these conditions into a single military objective or phased military objectives expressed in major operations that support joint campaigns.

The Army commander participates in the joint concurrent (parallel) planning process to help the JFC translate strategic direction and aims into a clearly defined and achievable end state and objective. Usually, the more intense the conflict and the more predominant the military factors, the easier it is to translate strategic direction into operational-level objectives. When the nonmilitary elements of national power dominate, the full use of military capability may be limited. Joint Pub 3-O states that adaptive planning provides a range of options encompassing all the elements of national power (diplomatic, economic, informational, and military). The selection of military operational-level objectives tends to be more complex in MOOTW.

Planning and Execution

The two chapters in this part discuss the planning considerations for Army operations and the operating systems at the operational level in theaters. Chapter 4 presents planning considerations for Army participants at the operational level in theaters in the joint operations of subordinate joint campaigns. Chapter 5 discusses operational art requiring the synchronization of the six operational-level operating systems.

Chapter 4

Planning Framework

While the planning process is essentially the same at most levels of command, subordinate planning at the operational level demands a broader perspective over the whole range of military operations. Joint Pubs 3-0 and 5-00.1 describe the conditions under which subunified and JTF commanders write campaign plans to support the theater campaign plan. Functional and service components of the joint force conduct subordinate and supporting operations—not independent campaigns.

Operational-level Army planners use major operations as tools to synchronize ends, ways, and means to support the joint operations of a subordinate joint campaign. These major operations sequence tactical battles or activities to attain theater strategic and supporting operational-level objectives and guidance from the unified theater campaign. Theater strategic planners use unified operations to synchronize the ends, ways, and means of the theater combatant commander's theater strategic purposes.

CAMPAIGNS

Though commanders traditionally apply campaigns to conflict and war, they can also design them to accomplish theater strategic objectives in peacetime. A subordinate joint campaign plan serves as the key employment plan to be implemented in subordinate operating areas such as a theater of operation or other JOA. This plan is the basis for planning among the staff and various subordinate service component commands.

This campaign plan provides the subordinate commander's vision and intent. It does this through broad, operational concepts for operations and sustainment throughout the time frame necessary to achieve the theater commander's assigned strategic concept and objectives.

The subordinate JFC, in his campaign plan, considers an orderly schedule of theater strategic decisions and directions and the supporting operational focus of the theater campaign plan. He then provides a series of related joint operations within the joint campaign. The plan comprises subordinate forces and designates command relationships, subordinate tasks, and objectives.

The subordinate plan ensures synchronization and integration of joint and single-service forces but can integrate, when delegated, specific (special operations) and other supporting forces. The subordinate JFC might consider relationships, also delegated, with multinational, interagency, international, and UN forces. However, normally the theater

commander first integrates these types of forces into his unified operations to achieve unity of effort in the theater. Integrating these forces to achieve designated objectives, either directly or indirectly, contributes to obtaining the CINC's strategic objectives.

Theater-level or subordinate campaign planning is a dynamic and continuous process that occurs in peacetime, conflict, or war. It guides the development of supporting operations or campaign plans and facilitates the implementation of national strategic direction, priorities, and resources allocations.

Deliberate planning is designed as a cyclic process during peacetime conditions. Deliberate planning allows the opportunity to develop and refine plans (OPLANs, concept plans [CONPLANs], and concept summaries) to be used in wartime. Crisis action planning (CAP) procedures provide for the transition from peacetime to hostilities or war. Deliberate planning supports CAP by anticipating potential crises and developing the contingency plans that facilitate the rapid development and selection of a COA and execution planning during a crisis. The deliberate theater and supporting plans are based on evolving assumptions and/or an intelligence buildup.

The intelligence buildup is continuous throughout the range of military operations. Intelligence readiness begins in peacetime, before any crisis. The commander establishes intelligence requirements that direct peacetime intelligence operations supporting contingency planning. Two specific elements— *staying out front in intelligence planning* and *understanding how to get intelligence support—* are key components to contingency planning. As contingency plans are activated, the commander focuses intelligence and targeting to support specific mission decision and planning requirements. In addition, the commander begins planning for the crossover point in intelligence when initial reliance on higher echelon intelligence is augmented by tactical intelligence and electronic warfare (IEW) assets within the AO.

Intelligence readiness means that intelligence organizations must develop broad knowledge of priority contingency areas, update those data bases daily, and be prepared to surge in support of emerging missions. Commanders and J2s must direct the intelligence effort daily to ensure data bases are available if alerted to support contingency planning and execution. The intelligence staff must provide commanders routine, direct, and habitual links into the intelligence system. These links provide an early focus on the commander's tactical and operational intelligence needs. When a regional crisis occurs, the intelligence system focuses on pushing intelligence and tailored products to the users and prepares for the unit to pull needed intelligence.

When a crisis develops, the CJCS issues a warning order. The supported CINC, subordinate force commanders, and supporting commanders adjust their plans as time permits and the probability of conducting operations increases. The supported commander develops COAs and recommends a specific COA to the NCA. The NCA selects a COA and the CJCS issues an alert order. During the execution planning phase, the supported CINC and his staff prepare the campaign plan and an OPORD, normally by modifying an existing OPLAN, to initiate the first phase of the theater campaign. Execution begins with the NCA decision, via the CJCS execute order, to execute the campaign plan and continues until the campaign reaches an end state favorable to the US and its allies.

ORIGINATING AUTHORITIES

Campaign planning can be directed by the NCA, assigned in the JSCP, undertaken by the theater commander, or undertaken to support the sequential requirements of subordinate JFCs. Existing OPLANs or CONPLANs may provide the basis for development of campaign plans.

The campaign plan is the basis for action within a hierarchy of decision making and guidance. That guidance links national security strategy and policy directives to tactical-level battles and engagements. Both levels of campaign plans ensure the linkage of those battles and engagements toward the accomplishment of the desired strategic end state. See Figure 4-1.

Upon approval by the NCA of a proposed military option with alternatives, the CJCS designates the supported and supporting combatant commanders and issues further planning guidance. The supported CINC has primary responsibility for all aspects of theater campaign plan development. The supported CINC develops his strategic estimate and intent, then prepares the recommended
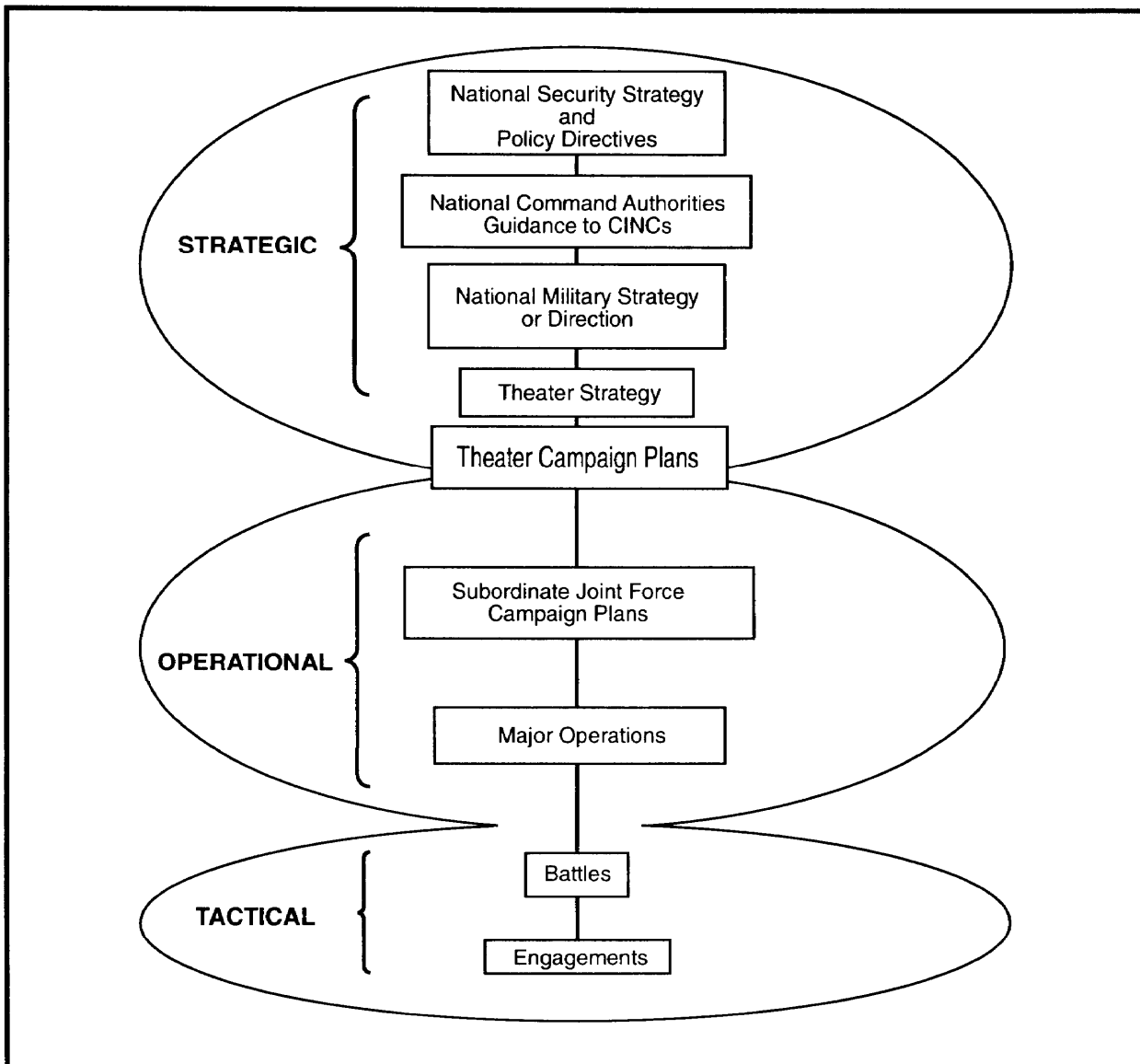
Figure 4-1. Hierarchy of Guidance and Implementing Operations

strategic concept as the preferred COA, which, upon approval, becomes the basis of his campaign plan.

When the CJCS approves the campaign plan, the supported CINC provides a copy of the plan to supporting CINCs and subordinates for their use as a basis for developing their supporting plans. In practice, the process is sequential only in meeting formal approval dates. All parties conduct concurrent planning throughout the process, via working papers, informal and formal drafts, liaison efforts, and action officer and commanders' conferences.

The supported CINC ensures that his theater organizational staffs can coordinate effectively with supporting CINCs. The CJCS outlines to all involved CINCs the degree of coordination and cooperation required.

Unless limited by the establishing directive, the supported commander exercises general direction over the supporting effort. General direction includes—

•The designation of targets or objectives.

•Timing.

• Duration of the supporting action.

•Other instructions as necessary for coordination and efficiency with the unity of effort between supported and supporting efforts and plans.

The supported commander should consider the accepted operational and tactical practices of the services of the supporting forces.

The supporting commander is responsible for ascertaining the needs of the supported force. He fulfills those, needs with existing capabilities and in keeping with the priorities and requirements of other assigned tasks. Normally, the supporting commander is permitted to prescribe the operations, tactics, methods, communications, and procedures the supporting force employs.

Occasionally, the NCA or CINC requires more rapid translation of strategic aims into direct, tactical execution, with an abbreviated operational-level link. This typically occurs during specific incidents or sensitive situations requiring NCA control. These direct actions of special operations are usually of short duration, requiring nearly simultaneous operations. The 1986 US raid on Libya is an example. As conventional operations become longer in duration or more complex in execution, they are likely to require an expanded operational-level link between the strategic aim and tactical execution.

CAMPAIGN DESIGN

The theater strategic environment significantly affects campaign design at the theater strategic or operational levels. Alliance and coalition requirements are obviously key factors to consider. The availability and capabilities of forward-presence forces—to include allied and international forces, interagency organizations, and NGOs and PVOs—influence force apportionment decisions. Mobilization, deployment, sustainment, and force-generation capabilities influence the type and timing of operations. ROE may impose limitations, constraints, or restraints.

Campaign plans are designed to conduct a series of related military operations to achieve strategic objectives in a given time and space. Theater campaigns achieve national strategic objectives, whereas subordinate campaigns achieve the CINC's theater strategic objectives. Campaign plans are the theater strategic and operational extensions of the CINC's theater strategy. They translate theater strategic or operational concepts into theater or subordinate campaign plans for military action by specifying how intelligence, operations,

logistics, and C^2 is used over time to attain national or theater strategic objectives.

The key to designing the theater campaign plan is understanding the desired strategic end state, determining the military end state, identifying the enemy's strategic center of gravity, and—having achieved the strategic advantage by strategic concentrations and subsequent strategic maneuver—attacking the center of gravity to achieve the end state. Though theater and subordinate campaigns have different levels of scope, purpose, and perspective, they share common fundamentals.

- They describe the situation affecting the conduct of military operations.

- They describe the strategic end state and conditions that constitute that end state.

- They orient on the enemy's strategic center of gravity and/or successive decisive points at all levels of war and levels of depth.

- They provide an orderly schedule of theater strategic or operational decisions—the commander's vision and intent.

- They provide concepts of operations and sustainment to achieve national or theater strategic objectives within a theater organization—the basis for all other planning.

- They describe the series of related unified or joint operations and major operations that lead to the campaign end state, to include objectives and conditions necessary to begin each subsequent sequence of operations.

- They phase the levels of campaigns to clearly define or focus sequential activities. Phases often correspond to changes in the purposes of unified or joint major operations.

- They identify the strategic center of gravity and/or key decisive points during the campaign. Key decisions are often based on attainment of conditions identified as necessary to begin phases or shift operations. Other key decisions involve shifting priorities and resources.

- They provide the CINC's or subordinate's design for synchronizing efforts.

- They describe the terms of priority of effort and resources by phase or subsequent operation. This aspect includes a description

of the supporting capabilities and their intended affect on operations.

•They provide the organization of the unified or joint force and designate command relationships between the theater CINC and his subordinates.

•They identify specific objectives and assign tasks and concepts for each subordinate that are sufficient to serve as the basis for subordinate planning.

•They synchronize and integrate joint, single-service, supporting, and special operations forces in conjunction with multinational and UN forces; international and interagency organizations; and NGOs and PVOs into a cohesive and synergistic whole that is unified in nature.

Campaign planning is the primary means by which the CINC provides for strategic unity of effort and through which he guides the planning of unified and joint operations within his theater and its subordinate operating areas.

Theater Campaign Plan

Through the theater campaign plan, the CINC—

•Defines theater strategic objectives.

•Describes a strategic concept of operations and sustainment.

•Sequences unified operations.

•Allocates subordinate forces.

•Establishes command relationships and delegates authority.

•Assigns objectives and tasks.

•Synchronizes joint, single-service, supporting, and special operations forces with allied, UN, NGO, PVO, and interagency or international efforts.

A theater campaign plan includes the CINC's strategic vision of the unified operations sequence necessary to attain the national strategic objectives assigned by higher authority. It orients on the enemy's strategic center of gravity; achieves unity of effort with the armed forces allocated by the nation; clearly describes the strategic end state; and serves as the basis for subordinate planning. Two of the most important aspects of this plan are the synchronization of forces in operations and the concept for their sustainment.

Integration and Synchronization of Forces and Operations

The campaign plan integrates and synchronizes unified, joint, and multinational/coalition operations by serving as the unifying focus for the conduct of operations. The CINC coordinates from among the total US, allied, or interagency and international capabilities and applies or focuses those necessary to prosecute the campaign. He orchestrates this application of force so that a variety of supporting capabilities is complementary and reinforcing—all oriented on achieving campaign objectives.

Concept for Sustainment

The campaign plan integrates and synchronizes unified, joint, and multinational logistics and support operations. It ensures that logistics and support planning are

Gaining the initiative at the operational-level has a momentum of its own that multiplies the value of tactical victories and ultimately leads to theater strategic advantage and conflict termination. The German victory in France during 1940 illustrates this phenomenon. Though they fought relatively few major engagements, the Germans sequenced and synchronized their tactical operations in such a manner that the operational-level result was much greater than the sum of these tactical battles. The momentum gained by the Germans during these operations led the French to believe their situation was hopeless, despite having major uncommitted combat forces.

centralized, comprehensive, and continuous. Although implementation and execution of logistics functions and support are normally a national and, specifically, a service responsibility, the CINC coordinates from among the total US, allied, or interagency or international capabilities and applies or focuses those necessary to prosecute the campaign. Logistics and support considerations are vital to the successful execution of the campaign plan.

Supporting Campaign Plans

Theater combatant commanders and their staffs prepare campaign plans. In addition, principal subordinate JFCs prepare subordinate or supporting campaign plans as required against multiple strategic threats. These include subunified and JTF commanders and their staffs.

The theater commander may decentralize the joint force by establishing theaters of operation or JOAs for subordinate JFCs who directly command the warfighting service forces. Subunified or JTF commanders, when assigned a strategic mission, prepare subordinate campaign plans that support the higher CINC's concept and contribute to the unified effort in the theater.

A JTF is established usually for different levels of command to achieve specific objectives of limited scope. The JTF mission may be of sufficient scope to achieve a strategic objective. In such a case, under direction of the theater CINC or, in certain circumstances, under direction of the NCA (through the CJCS), the commander of the JTF may be responsible for establishing a subordinate campaign plan.

DECISION MAKING

Strategic decision making that affects campaign planning occurs at three levels: national security level, national military level, and theater level.

National Security-Level Planning

At the national security level, the NCA uses the national security system to design national security objectives and guidance reflecting a strategic end state.

National Military-Level Planning

At the national military level, the CJCS uses sequential planning systems, such as JSPS and JOPES, to provide further national strategic direction affecting the theater campaign plan process.

Joint Strategic Planning System

The JSPS is the primary formal means by which the CJCS, in consultation with other members of the JCS and CINCs, assists the NCA in providing national strategic direction. The JSPS is used to assess the strategic security and specific theater environments, evaluate the threat, and propose the national military objectives, strategic concepts and guidance, and force capabilities to support the achievement of national security objectives. It provides strategic rationale for the initiation of joint operations planning.

Joint Operation Planning and Execution System

Campaign planning occurs within the established deliberate or execution processes of JOPES. Campaign logic, sequence, and fundamentals go into the OPLAN format within JOPES. JOPES provides procedures to translate strategic direction into a plan of operations. A CINC can use JOPES to develop and select appropriate COAs. This COA development process can be also applied to campaign plan development.

Theater-Level Planning

At the theater level, within JOPES guidelines, the CINC employs a theater design process to develop the theater campaign plan. This design process —

•Begins with receipt of current national strategic direction.

•Follows with evaluation of the theater strategy and strategic estimate.

•Continues with specified planning considerations of operational art and a series of related sequential planning actions.

•Leads back to the national strategic guidance and end state to ensure that it can be successfully employed.

Subordinate JFCs receive guidance through the JOPES-related, theater-level campaign planning process. They formulate supporting plans based on the theater CINC's strategic guidance and intent. While campaign planning is a responsibility of the theater CINC and subordinate JFCs, it has a specific

relationship to JSPS and JOPES. These systems provide a process for the theater commander to receive strategic guidance from and provide input to the NCA and CJCS, as well as a methodology for developing the campaign plan.

Theater campaign planning (Figure 4-2) portrays an orderly series of related actions and operations that occur in the campaign design considerations within JOPES. The broad process begins when the CINC receives current strategic guidance and then systematically considers—

- •Derived mission.

- •Revised theater strategy and estimate.

- •Commander's estimate.

- •Commander's concept.

- •Objectives, tasks, and concepts for subordinates.

- •Command relationships.

- •Theater organization.

- •Requirements for supporting plans.

The final link in the process is a determination of plan feasibility and requests for change or augmentation. Planning may be self-regenerating, depending on changing conditions of the above actions or events.

Derived Mission

Specified and implied strategic tasks are determined from specific NCA guidance; from national or alliance documents, such as the JSCP, the *UCP,* or Joint Pub 0-2; or from CINC initiatives. The national military objectives form the basis of the campaign's mission statement. Using these guides, the CINC derives his theater campaign mission—a strategic mission that accomplishes the purpose of national strategic direction.
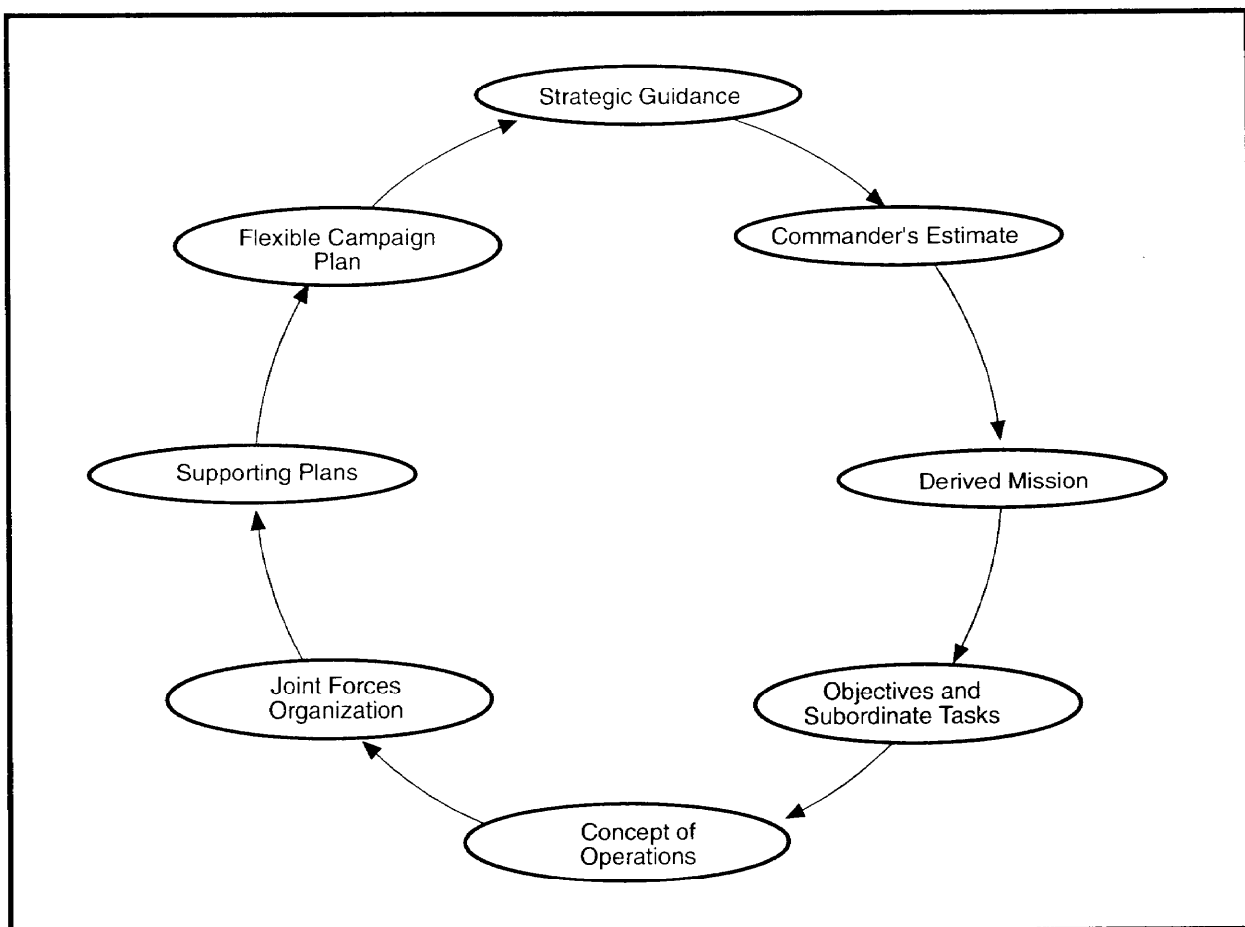

Figure 4-2. Theater Campaign Planning

Initially, the mission may be a general statement of the theater strategic objectives and their purposes, but it may later be refined after specific tasks and phases have been developed and delineated as a result of the commander's estimate. The mission evolves.

From the derived mission, the CINC determines what is to be done, what resources are available, and what obstacles or actions may prevent mission accomplishment. The CINC states this derived mission in succinct terms that are understandable to superiors and subordinates alike. The CINC provides guidance to subordinate commanders through his application of operational art and the description of his strategic intent.

The commander's intent is a concise expression of the purpose of the unit's activities, the desired results, and how operations progress toward that end. In his intent, the commander clarifies the *why* element of the mission statement for his subordinates. This helps them pursue the desired strategic end state without further orders, even when operations do not unfold as planned.

Revised Theater Strategy and Estimate

The national and multinational strategic guidance the CINC receives from higher authority, whether explicit or implicit, drives the campaign planning process. Guidance is expressed through national security strategy and national military strategy relative to the deliberate or crisis-action attainment of strategic objectives and guidance. During CAP, assumptions change and plans are adjusted.

The theater campaign plan must be flexible. It must be able to accomplish its designed purpose and adapt to changing assumptions, guidance, or situations affecting the desired outcome. The plan should be subjected to continued, detailed review and revised as required so that it does not become outdated, is not overcome by critical events, or does not become unworkable. Major components of the CINC's strategic estimate are strategic direction, the theater strategic situation, strategic concepts, specific COAs, and decisions. Joint Pub 5-00.1 describes these in detail.

Commander's Estimate

The CINC's study of the situation, coupled with his review of existing theater strategy and strategic estimate, is a continuous process from which strategic concepts are formulated and COAs are derived to become the basis of the theater campaign plan. In practice, the commander's views, as expressed in the commander's estimate during deliberate or CAP, contribute to NCA deliberations in forming strategic guidance. As a minimum, the commander's estimate will include—

- The mission, situation, and COAs.
- Considerations that affect the COAs.
- Enemy capabilities.
- Analysis of enemy capabilities.
- Comparison of own COAs.
- Recommended COA.

For each COA, the estimate should address-

- Combat forces required; for example, airborne brigade, tank battalion. Identify types of units.
- The force provider.
- The destination.
- Required delivery dates.
- A coordinated deployment estimate.
- An employment estimate.
- Strategic lift requirements, if appropriate.

Concepts of Operation

The CINC's strategic concepts of operation and sustainment in the theater campaign plan are linked closely and derived from his strategic intent. They accomplish the following:

- Describe the strategic end state and requirements and conditions that constitute that end state.
- Design the theater strategic concept, objectives, and tasks and supporting operational direction, objectives, tasks, and concepts for subordinates to carry out their campaigns or operations.
- Organize joint, single-service, supporting, and special operation forces, in conjunction with multinational or UN forces, interagency organizations and NGOs and PVOs into a cohesive, unified force designed to plan and execute subordinate campaigns and operations.
- Retain strategic reserves.

•Establish command relationships.

•Integrate the nations's mobilization, deployment, and sustainment efforts into the CINC's employment and logistics concepts.

•Concentrate forces and materiel resources strategically so that the right force is available at the designated times and places to conduct decisive, winning operations.

•Seek to gain the strategic advantage over the enemy that affords an opportunity to take the strategic initiative through offensive operations.

•Defeat or destroy the enemy's strategic center of gravity to achieve the strategic end state.

In his strategic concept, the commander describes how he visualizes subordinates conducting campaigns, major operations, and the decisive battle, focusing on the employment of his force as a whole. This description includes conditions to be achieved, sequence of events, and expected enemy reactions to friendly forces as the battle progresses. Above all, the commander should specify the desired military end state– the results he expects the battle to achieve, including effects on the enemy and the desired posture of friendly forces after the fight. The commander should describe how this posture will facilitate transition to future operations or postconflict operations.

Objectives and Subordinate Tasks

The theater strategic and supporting operational objectives assigned to subordinates are critical elements of the theater strategic design of the theater campaign. These objectives establish the conditions necessary to reach the desired end state and achieve the national strategic objectives. The CINC focuses on national military or alliance strategic objectives to select his theater strategic and supporting operational objectives. Subordinate JFCs, in turn, are assigned specific theater strategic and supporting operational objectives for subordinate campaigns. The CINC carefully defines the objectives to ensure clarity of theater strategic and operational intent and to identify specific tasks required to achieve those objectives.

Command Relationships and Organization

The CINC organizes the subordinate operating areas within the theater and establishes the command relationships for these areas to support the campaign. Organizations and relationships are based on the campaign design, complexity of the campaign, and degree of control required. Within the campaign planning process, the CINC determines the organization and command relationships before assigning tasks to subordinates.

To establish command relationships the CINC must determine the types of subordinate commands and the degree of authority to be delegated to each. This further clarifies the intent of the CINC and contributes to decentralized execution and unity of effort. The CINC selects the types of subordinate commands from the six doctrinal options, for example, service components, subordinate joint commands, and so forth. The options for delegating authority emanate from COCOM and range from OPCON to support.

Requirements for Supporting Plans

The CINC considers a total resource support concept that is integrated both vertically and horizontally into supporting plans for theater and subordinate campaigns or operations. The CINC and subordinate JFCs and their staffs develop these plans based on unified support that can be provided from national-level assets, supporting CINCs, services, alliance or coalition partners, other government agencies, NGOs and PVOs, international agencies, UN agencies, and host nations. Supporting plans may—

•Address tasks and support requirements during mobilization, predeployment, deployment, entry, operations, postconflict operations, redeployment, and demobilization.

•Address requirements for diplomatic, informational, and economic coordination and support.

•Detail support during the various phases of the theater campaign.

Supporting commanders synchronize their plans with the theater campaign plan. They time-sequence mobilization to support deployment, deployment with execution, execution with sustainment, and vice versa. They identify resources and necessary liaison early—as the plan is being developed.

Supporting plans provide for liaison from the supporting CINC to the supported CINC, who has control over all support in the theater.

Coordination is required with allies, coalition forces, and host nations on intratheater movements. Plans to effect intratheater movement should provide the CINC maximum control of the movement and concentration of forces and materiel, which will permit rapid response to changing situations as the campaign develops.

The CINC identifies intelligence support requirements for the campaign through the development or revalidation of a supporting intelligence plan. This plan identifies requirements for national-level support from DOD intelligence agencies and military services.

Supporting and subordinate commanders and supporting US departments and agencies use the CINC's strategic concepts of operation and tasks for subordinates as the basis for determining the necessary support for each phase of the campaign plan. Supporting and subordinate commanders respond to the identified tasks by preparing supporting plans and by submitting them for approval to the supported CINC.

National Agencies and Industrial Resources

National-1evel intelligence organizations are essential to campaign planning and execution because of the need for access to different data bases, reconnaissance and surveillance capabilities, and finished intelligence. During the development of the theater campaign plan, the CINC should identify intelligence and mapping support requirements and request support from the Defense Intelligence Agency (DIA), the Defense Mapping Agency (DMA), and other national-level intelligence agencies. Such other federal agencies include the Central Intelligence Agency (CIA), the National Security Agency (NSA), and the intelligence staffs of the Department of State (DOS) and military services.

The list of agencies with which the Army may find it necessary to establish linkage varies based on the mission. FM 100-19 discusses MOOTW conducted to support US civil authorities and identifies the US agencies that must be considered. These agencies can determine foreign counterpart organizations with which the Army may need to establish linkages.

The capacity of the nation to expand its industrial base may ultimately have a constraining effect on the campaign plan. The CINC must compare the expected consumption rates with the projected availability of critical supplies to ensure that the campaign plan is logistically feasible. To manage projected shortages, the CINC may plan to restrict or control the use of critical assets. The CINC may recommend that DOD implement industrial production and repair surge for specific shortfall systems.

Defense Intelligence Agency. The DIA is responsible for coordinating national-level support to the unified efforts of the CINC. DIA is also responsible for deploying national intelligence support teams to the theater to facilitate the flow of quality intelligence to the CINC. When actual operations commence, increased strategic intelligence support may be provided by a DOD joint intelligence center (JIC) to furnish an integrated defense intelligence position to the CINC.

Defense Information System Agency. The Defense Information System Agency (DISA) is responsible to the CINC for the employment of communication resources at designated defense communication system (DCS) entry stations and gateways to terminate long-haul trunks and circuits from the JOA. DISA ensures that the required entry station, gateways, and switching centers have appropriate equipment and cryptographic devices to assure worldwide interoperability of the CINC's command, control, communications, and computers (C^4) assets.

Department of State. DOS involvement extends from policy formulation at the highest level to mission execution at the host nation and country team levels. At the country team level, the US ambassador is responsible for directing, coordinating, and supervising all US Government elements, except those under the command of an established US theater commander.

At the theater level, the CINC may use his diplomatic advisor to coordinate with US ambassadors and their country teams to plan and conduct campaigns. Throughout the range of military operations, the ambassador

remains an important player in the conduct of unified operations. The role of establishing and maintaining interagency linkage to this representative of the President is vital for accomplishing the strategic objectives.

United States Information Agency. The United States Information Agency (USIA) is responsible for supporting US foreign policy objectives by informing the public in other nations about US programs and policies. The USIA can advise the CINC on the implications of foreign opinion on the execution of present and future campaigns.

Defense Logistics Agency. The Defense Logistics Agency (DLA) is the CINC's link to the national industrial base. DLA provides supplies to the military services and supports their acquisition of weapons and other materiel. Support begins with joint planning among the services for weapons systems' parts, extends through production, and concludes with the disposal of materiel that is obsolete, worn out, or no longer needed. DLA provides supply support, contract administration services, and technical and logistics services to all military services.

US Army Materiel Command. The US Army Materiel Command (USAMC) operates the Army's national logistics system through its major subordinate commands and separated reporting activities (SRAs) to fulfill the Army's need for logistics support. USAMC—

- Performs assigned materiel functions and related functions for research, development, test, and evaluation (RDTE).

- Provides acquisition, logistics support, and technical assistance for materiel systems.

- Performs other materiel acquisition management functions.

- Provides the Army's national logistics system-level maintenance support for items of materiel used by the Army.

- Serves as the DOD single manager for conventional ammunition.

- Provides management of operational policies, programs, objectives, and resources associated with its worldwide Logistics Assistance Program.

Additionally, USAMC accounts for and manages Army Reserve and operational

projects (OP) worldwide. These functions and capabilities may be provided to the Army component command through the logistics support element (LSE).

Logistics Support Element. LSE is a flexible, deployable multifunctional unit. It commands and controls forward elements of the strategic base. These forward elements are composed primarily of DOD civilians and contractors. The LSE is structured to link the industrial base with the operational-level units and, through the logistics assistance representatives, with tactical logistics. The CINC and ASCC require a tailorable logistics C^2 element for forward elements of the national base. The LSE supports these needs by using a flexible combination of military, DOD civilian, and contractor personnel that allows it to alter its mission and size based on METT-T. The objective of the LSE is to sustain readiness by operating as far forward as feasible, minimizing the evacuation of critical reparable from the theater of operations and thus reducing the flow of replacement materiel.

Military Resources

CJCS considers theater strategies and plans when prioritizing and apportioning forces and resources among the combatant commanders. National strategic planning for mobilization, predeployment, deployment, entry operations, postconflict operations, redeployment, and demobilization is based on the planned employment and sustainment of forces by the various combatant CINCs.

The strategic concept of operations of the theater campaign plan imposes requirements on mobilization timing and generation of necessary force capabilities. Campaign planners and mobilization planners must coordinate and integrate closely. Strategic deployment planning focuses on intertheater movement of forces and sustainment of the theater for intratheater deployment, concentration, and employment to support the theater campaign plan. The CINC's priorities are the basis for either movement.

The NCA may direct the use of strategic forces or reserves to support the CINC's employment concept. The CINC considers that these forces may be apportioned to generate decisive combat power and provide protection and security for deploying theater forces or be used against external threats that could affect the outcome of the campaign.

Additionally, national-level assets may support the CINC's employment concept for conducting operations security (OPSEC), deception, psychological operations (PSYOP), SOF, civil affairs (CA) operations, and other operations as unique operations within unified operations.

Each service is responsible for providing personnel, administrative, and logistical support to its forces. The ASCC, in conjunction with his subordinate senior army commanders assigned to the unified or subunified command, develops supporting plans to provide and maintain adequate logistical support to Army service forces and other forces as directed throughout all phases of the campaign.

As a rule, the JTF does not have an ASCC. However, the CINC may designate the ASCC as the subunified commander or CJTF. The JTF has an ARFOR headquarters that provides requisite support to ARFOR within the JTF and requests additional support from the controlling unified or subunified command ASCC. Based on the supporting plans developed by the controlling unified, subunified, or JTF command, the ARFOR headquarters develop its logistical plan.

In the event that national mobilization of forces accompanies campaign plan execution, special plans and management may be required to ensure available supplies to meet campaign priorities. In addition, as these mobilized forces deploy, planners develop theater distribution plans to eliminate bottlenecks at arrival and intratheater movement points. The CINC coordinates and effects support agreements with the host nation and allies for logistics, facilities acquisition, transportation, and other operations support.

MAJOR OPERATIONS

A major operation is the ARFOR's coordinated execution of land operations of a joint operation that is part of a particular phase of a subordinate's or CINC's campaign. A major operation sequences Army activities, battles, and engagements to attain operational-level objectives. Senior army commanders, as subordinates to a subordinate JFC, and their senior staff officers execute operational art through the design and conduct of major operations, including contingency operations.

Often the ASCC/ARFOR is the supported commander planning and executing a major operation. Then, the execution of the operation's general direction is exercised by the ASCC/ARFOR. This impacts in particular on the planning of deep operations; deep fires; interdiction; Army airspace command and control (A^2C^2); and reconnaissance, intelligence surveillance, and target acquisition (RISTA) within the senior army commander's AO.

Sometimes, the ARFOR commander is a supporting commander who plans and executes major operations of the campaign. For example, the ARFOR may be the supporting commander to the JFACC and the supported commander for the JFC's overall air interdiction effort.

Operational-level planners develop major operations to support the series of related joint operations of the joint campaign plan. These major operations also support the unified operations of the theater campaign when subordinate missions require a phased, related series of joint operations to achieve theater strategic objectives. Major operations that support joint campaigns occur under certain circumstances.

• First, a CINC assigns theater strategic objectives and provides strategic guidance and operational focus to an immediate subordinate.

• Second, the CINC may establish multiple operating areas within a theater. Under both sets of circumstances, the strategic importance of the objectives, the guidance, and the complexity of the joint operations require the development of joint, single-service, supporting, and special operations forces that complement both the subordinates' joint campaign and the CINC's theater campaign.

OPERATIONAL-LEVEL PLANNING

Operational-level plans can include subordinate campaign plans and plans for major operations. These plans support the theater strategic objectives by linking those objectives to tactical-level operations.

Subordinate Campaign Plans

The combatant commander may opt to divide the theater of war into theaters of operations. When directed, principal subordinate JFCs develop subordinate campaign plans or OPLANs that accomplish or contribute to the accomplishment of theater strategic objectives. These plans support and extend the theater CINC's concept of operations in a sequence or set of joint operations composed of integrated major operations and battles. These plans support the theater campaign plan by achieving specific strategic objectives or by establishing conditions for further operations that lead to the specified end state.

The principal CINC reviews subordinate campaign plans, along with the necessary supporting plans, to ensure they are valid, synchronized, and support the concept and objective of the theater campaign plan. Appendix B provides an example of a subordinate campaign plan.

Major Operations Plans

ARFOR with employment roles that support JFCs develop major operations plans to support the theater or subordinate campaign plans. Plans are objective-driven and, when applied collectively to the joint force, provide the integrated and mutually supported effort to generate and concentrate combat power at the operational level of war. Appendixes C, D, and E provide examples of major operations plans for peacetime, conflict, and war, respectively.

SERVICE-COMPONENT-LEVEL PLANNING

The ASCC's planning responsibilities are contingent on the Army's role in supporting theater-level unified operations. These responsibilities can range from planning, to participating in joint operations with other components, to participating in major operations, to planning only for the service support of Army forces of the subordinate joint commands.

Major Operations Plans

The ASCC's responsibilities for planning and conducting major operations depend on how the combatant commander exercises his COCOM options. If the combatant commander elects to exercise COCOM through the ASCC by delegating OPCON to him, then the ASCC conducts major operations in conjunction with the other service components and also provides logistical support for all ARFOR assigned to the theater and to other services as required. The ASCC plans and conducts major operations as directed by the CINC. In those instances where the CINC elects not to use the ASCC to plan and execute major operations, the ASCC, while providing logistical support for the Army forces, also recommends to the CINC the proper Army force composition and employment as part of the operational-level commander's delineated requirements.

Sustainment or Reinforcement Plans

The capability to sustain the campaign from beginning to end sets the tempo of operations. Sustainment or reinforcement planning—part of logistics-preparation-of-the-theater (LPT) process—identifies and provides the available supplies, equipment, materiel, replacement personnel, and HNS infrastructure to sustain the involved forces according to the CINC's concept of operations. LPT plans, developed by logisticians at all echelons, must include provisions for infrastructure development and defense and be consistent with the strategic aims and CINC's intent. FM 100-16 describes the LPT process in detail.

MULTINATIONAL OPERATIONAL-LEVEL PLANNING

Achieving unity of effort in multinational operations is critical for success. Multinational operations planners ensure success by determining how US campaigns integrate with alliance or coalition forces and how intelligence and logistics resources are shared. Understanding the personalities and sensitivities of the senior commanders and the national character of each of the allied armies is the key to successful leadership in multinational army operations. In addition, understanding their capabilities, personal and professional habits, and training background is important.

Commanders must establish effective working relationships among themselves. They must establish rapport, mutual respect, and unity of effort; use liaison officers; develop standardization agreements; and overcome language barriers. History has shown that it is possible for military leaders having a wide divergence of cultural backgrounds to cooperate

effectively while conducting multinational military operations.

Military capabilities of nations differ based on doctrine, training, and equipment. Even in the US Army, differences exist among commands concerning interpretation and execution of doctrine. Some doctrines may emphasize offensive operations; others defensive. Some nations prepare for highly mobile, mechanized operations, while others concern themselves with insurgent or other forms of warfare.

The multinational commander must recognize the relative strengths and differences of the multinational force cultures. Decisions on employment must include the capabilities of the multinational force. They must be made in consultation with the military leadership of those forces.

The multinational commander must carefully balance the allocation of capabilities. Subordinate commanders may have a tendency to request control of forces that provide capabilities not organic to that nation's forces. The guiding principle is not to hold assets that are needed by others, while at the same time not diluting the concentration of critical capabilities.

Relationship to Campaigns

Campaigns may be conducted within the context of an alliance, coalition, or other international arrangement. Planning is accomplished through US, multinational, or international channels. Coordinated planning on such matters as operations, logistics (including infrastructure), intelligence, deception, electronic warfare [EW], communications (including infrastructure), ROE, and diplomatic ends is essential for unity of effort. The preparation of supporting plans addressing coordination and liaison, HNS, and the provision of mutual support are examples of essential tasks that the theater CINC must accomplish.

Employment

During multinational operations, the multinational chain of command performs detailed employment planning, to include employment of national and international agencies. These multinational plans may serve as the basis for the US campaign plan and supporting plans, or the US campaign plan might provide the basis for employment planning of multinational or coalition forces. Subordinate commands, such as service and functional component commands, subunified commands, and JTFs, prepare the necessary supporting plans for the conduct of joint operations that support multinational objectives.

Logistics Support

Traditionally, the responsibility for logistics support to national component forces remained with the responsible authorities of the nations concerned. In a multinational environment, logistics support must be the collective responsibility of the nations involved. The logistical objective in a multinational environment is to achieve the greatest degree of logistical standardization that is realistically achievable, given operational constraints, diplomatic and legal demands, and the existing capabilities of the multinational participants. Logistical standardization is affected by such factors as compatibility and interoperability of equipment, interchangeability of combat supplies, and commonality of procedures. Also, planners must develop methods to prevent competition for resources, particularly infrastructure and LOCs, that could adversely affect operations.

Planners should consider options for contracting, acquiring HNS, obtaining support from other national forces, and integrating such support within the multinational force. These options can furnish critical support and resources that are not available through normal organizational means. Planners should understand and consider rationalization, standardization, and interoperability (RSI) during planning.

Intelligence

Multinational commands include national and alliance intelligence systems. In keeping with the NCA guidance the CINC receives, intelligence information should be integrated and shared with the multinational command. If possible, the multinational command and other involved national forces must agree on these procedures well in advance of commencement of the campaign. Supporting plans should address such matters as information-sharing, complementary intelligence operations, and liaison. These plans also should address interaction with the multinational intelligence center (when established).

Information Operations

The Army applies information war/operations technology to support the CINC to enhance his battle command, improve battlefield agility, and make split-based operations possible. Effective use of information operations can prevent the initiation of hostilities by imposing the perception that taking hostile actions against the US or its allies would not be in the best interest of the potential adversary. Space-based systems offer an unrestricted environment to affect these operations.

Commanders must be able to access the *global grid* of worldwide information resources at any time and at any location in the world. The Army often takes the lead among service components for the entire joint and multinational theater signal support infrastructure. Essential planning considerations must include-

• Wide area network planning/management.

• Frequency management.

• Communications security (COMSEC) key management/distribution.

• Interfaces from theater systems to sustaining base.

• Integration of signal support assets in theater among joint and multinational forces.

The joint signal support architecture provides vertical and horizontal integration for army battlefield operating systems, as well as the interfaces that provide interoperability with joint and multinational forces' systems and the sustaining base. The key to future success is a seamless communications architecture that ties the many distributed communications and automation elements into an integrated, interoperable, and cohesive C^4 network.

INTERAGENCY OPERATIONS

Interagency operations facilitate the implementation of all elements of national power. Interagency operations are critical to achieving the strategic end state, especially in MOOTW. The Army often operates in an interagency environment alongside other institutions of the US Government. This occurs when the military is the prime strategic option, as it is in war, but also when other instruments of national power are the preferred option and the military assists with forces.

Army forces must be prepared to conduct a variety of operations that integrate warfighting and MOOTW with a variety of government agencies, other services, and forces of other nations. These operations could include stability operations, NEO, counterterrorism, security, or arms control and verification.

Interagency operations facilitate unity and consistency of effort, maximize use of national resources, and reinforce primacy of the diplomatic element. DOD and CJCS coordinate interagency operations at the strategic level. This coordination establishes the framework for coordination by commanders at the operational and tactical levels. In some cases—such as peacekeeping—DOS is the lead agency and DOD provides support. In others—such as peace enforcement—DOD is the lead agency.

The CINC is the central point for planning and implementing theater and regional strategies that require interagency coordination. The CINC may establish an advisory committee to link his theater strategy to national policy goals and the objectives of DOS and concerned ambassadors. The CINC establishes a joint headquarters to conduct interagency coordination and planning. Military personnel may coordinate with other US Government agencies while operating directly under an ambassador's authority, while working for a security assistance organization or while assigned to a regional CINC.

Coordination among DOD and other US Government agencies may occur in a country team or within a unified command. Military personnel working in interagency organizations must ensure that the ambassador and CINC know and approve all programs. Legitimizing authorities determine specific command relationships for each operation. The command arrangement must clearly establish responsibility for the planning and execution of each phase of the operation.

Besides extensive US Government agency coordination, commanders also must fully integrate operations into local efforts when appropriate. Such integration requires close

coordination with local government agencies and bureaus; local military, paramilitary, or police forces, and multinational partners. A structure such as a mixed military working group comprised of senior officials of the military and other agencies may assist such an effort and include belligerent parties as appropriate.

As relationships among interagency participants mature, increased effectiveness can result. Interagency operations do not necessarily lend themselves to the joint geographic subarea of responsibility previously discussed. Overlapping operational and interagency boundaries can be a source of confusion.

Chapter 5

Execution

The Army commander executes major operations to support joint campaigns. He practices operational art requiring the synchronization of the six operational-level operating systems. (Minor differences exist between TRADOC Pam 11-9 and the Universal Joint Task List.)

- Operational movement and maneuver.

- Operational fires.

- Operational protection.

- Operational battle command. (FM 100-5 defines battle command and its impacts.

- Operational intelligence.

- Operational logistics. (TRADOC Pam 11-9 calls this "support." Joint Pub 4-0 expands the definition of logistics to incorporate health services, engineer services, and current supply, maintenance, and distribution services.)

This functional approach is by no means the only way to look at the roles and responsibilities of the Army operational-level commander. The operational-level commander must successfully accomplish several complex operations that may not be easy to analyze. He should consider the operational-level operating systems as aids to identifying tasks that must be accomplished at the operational level. These systems provide a structure for the discussion in Part Three. They are a catalog of battlefield and support activities that place functions into logical—not procedural—relationships.

OPERATIONAL MOVEMENT AND MANEUVER

Operational movement and maneuver is the disposition of forces to create a decisive impact on the conduct of a campaign or major operation. The commander achieves this decisive impact either by securing the operational advantages of position before battle or by exploiting tactical success to achieve operational results. Simply put, operational movement and maneuver involves positioning the needed Army forces and resources at the critical time and place.

The theater CINC designs, organizes, and conducts campaigns. He sets the tempo and direction for the conduct of operations. He centralizes mobility planning, to include supporting CINCs' plans. His senior commanders consider mobility requirements from initial planning, or prehostilities, through mission accomplishment, or accomplishment of posthostility activities.

The CINC's theater strategic concept is the framework the senior army commander uses to develop his supporting plan. The essence of the Army commander's plan is the distribution of his available force to support the CINC's strategic concept. Operational movement and maneuver produces decisive impact on the campaign or major operation. All other operational-level operating systems seek to maximize the effect of movement and

maneuver. They are synchronized to produce a series of operational maneuvers that provide subordinate commanders with the necessary leverage to gain, retain, or sustain the initiative.

At the operational-level, the scope and complexity of movement and maneuver usually involve joint and multinational operations. Still, scale alone does not make movement or maneuver *operational.* Rather, operational movement and maneuver creates operational advantage; this can be achieved at various echelons.

OPERATIONAL MOVEMENT

Operational movement is the regrouping, deploying, shifting, or moving of service, joint, or multinational operational formations to and within the theater from less threatened or less promising areas to more decisive positions. From the Army commander's perspective, movement involves forces deployed into his area by the CINC and forces under his control that he moves within his AOR.

Strategic Deployment

Strategic deployment, specifically the time-phased arrival of forces in the theater, may be among the most challenging problems at the operational-level. An error in determining the proper sequencing of forces may be difficult, if not possible, to correct. The Army operational-level commander must ensure the correct mix of combat and support forces are sequenced to arrive in the theater to support the CINC's concept. He does this by influencing the development of the time-phased force deployment list (TPFDL) to ensure Army units and sustainment are sequenced into his operational area to support the planned sequence of operations. Forces required for port opening, reception, and onward movement must be sequenced early in the TPFDL to flow into the AO once the lodgment area is established.

The senior army commander is responsible for moving forces allocated by the CINC from ports of debarkation to specific locations within the Army's objective area. This responsibility includes the actual relocation or movement of operational forces by any means or mode of transportation. Prior to deploying the forces into combat formation, the senior army commander directs movement from positions within the operational area to a forward staging area or position.

Ground Combat Operations

Ground combat operations require coordinated movement and effective concentration of combat power against the enemy in spite of enemy interdiction efforts. Air defense, air and ground transportation, reconnaissance and security, service support, and traffic control are among the chief concerns as these large movements occur. Ground combat operations have the best chance of success when they are synchronized with air superiority and air interdiction operations. Senior army commanders direct the movement of subordinate forces, ensuring that by the end of a distinct phase of the major operation, forces are positioned in a way that enables rapid transition to subsequent phases.

OPERATIONAL MANEUVER

Maneuver is the means by which combat power is concentrated at the critical point to achieve the surprise, shock, momentum, and dominance that enable smaller forces to defeat larger ones. *Operational maneuver* is the means by which the commander sets the terms of battle, declines battle, or acts to take advantage of tactical actions. Throughout a combat operations area, attack, defense, and retrograde operations often take place simultaneously as each combatant attempts to mass, economize locally, and maneuver against his opponent.

Maneuver Operations

Prior to the conduct of offensive, defensive, or retrograde operations, senior army commanders, in conjunction with the JFC, posture their operational forces to influence the enemy. As the army commander postures his forces, he visualizes the depth of the campaign. Although initial deployment is important, army commanders posture for initial and subsequent operations, based upon their visualization of the operational end state.

Offensive Operations

The offensive is the decisive form of war and must be exercised in a coherent and cohesive manner. The key to success in an offensive operation is to defeat, destroy, or neutralize the enemy force. Offensive operations seek—

• To secure decisive terrain.

• To deprive the enemy of resources.

• To gain information.

• To deceive, divert, and hold the enemy in position.

•To disrupt the enemy's attack.

•To set up the conditions for future operations.

The goal is to mass effects, and not necessarily our forces, as we pursue offensive operations.

At the operational level, offensive operations may be directed against an element of the field force-the mass of enemy forces, the boundary between two of its major combat formations, a vital C^2 center, a logistical base, or LOCs. It also could be more abstract—the cohesion among allied forces, for example, or the mental and psychological balance of a key enemy commander. Operational-level commanders execute offensive maneuver simultaneously through operational envelopments, turning movements, infiltrations, penetrations, and frontal attacks—all of which must be integrated with air operations throughout the depth of their battle space to ensure the best chance for success.

Defensive Operations

Army leaders conduct defensive operations to defeat an enemy attack, gain time, concentrate forces elsewhere, control key terrain, wear down enemy forces as a prelude to offensive operations, or retain operational objectives. The defender must counter the attacker's initiative. At the operational-level, the defender may disrupt the enemy attack with spoiling, special deception, psychological, and interdiction operations. A successful defense has reactive and offensive air and ground elements working closely together to deprive the enemy of the initiative.

Army forces may either conduct a mobile defense that focuses on the destruction of the attacking force or an area defense that focuses on the retention of terrain. The mobile defense orients on the destruction of the enemy force by employing a combination of fire, maneuver, offense, defense, and delay to defeat its attack. The area defense absorbs the enemy into an interlocked series of positions from which the army commander destroys the enemy largely by fires.

Senior army commanders normally hold operational reserves in depth to seize the operational initiative during a defensive operation. These reserves may include dedicated forces, designated operating forces, generated forces from reconstitution, or incoming newly arrived forces.

Retrograde Operations

Retrograde operations are movements to the rear or away from the enemy. They gain time, preserve forces, avoid combat under undesirable conditions, or draw the enemy into an unfavorable position. Control of the airspace is the key to their success. The underlying reasons for retrograde operations are to improve an operational situation or prevent a worse one from occurring.

Peacetime Stationing Requirements

The CINC addresses peacetime stationing requirements in light of his potential warfighting needs and availability of forward-deployed forces. The ASCC controls trained and ready Army forces based overseas for CINC employment. Those forces are backed by rapid reinforcement by Army forces from the US or from other theaters. An evident mobilization capability and a demonstrated determination to respond effectively to crises can have significant deterrent value.

MOBILITY AND COUNTERMOBILITY

Operational mobility is linked closely to the concept of movement and maneuver. Operational movement and maneuver include the functions of providing mobility for operational forces and countering the mobility of enemy operational forces.

Facilitating maneuver of major formations without delays includes counteracting the effects of operationally significant obstacles. It also includes enhancing operational movement by preparing and improving facilities and routes critical to major operations.

Operational counter-mobility delays or otherwise hinders the movement of enemy operational formations, to include selecting and emplacing systems of obstacles for operational effect.

Terrain, both natural and man-made, significantly influences operational mobility. Terrain consists of coastal plains, mountain ranges, forests, jungles, deserts, rivers, river deltas, built-up areas, railroad embankments, pipelines, and so forth. Terrain affects the ability to sustain forces, often dictating the capacity of LOCs. This effect, in turn, can limit the size and composition of supported forces. In war, the operational-level commander considers the effect of terrain features upon ground movement and the ability of air power

to influence that movement by detecting ground forces and subsequently delaying, disrupting, and destroying the forces. In peacetime, the army commander may consider how these features affect accomplishment of missions supporting peacekeeping or humanitarian operations.

The commander must consider the effects of weather and be cognizant of its effects in the theater. Key terrain considerations for the operational-level commander are linked to an understanding of battle space. The commander seeks to preserve freedom of operational movement by countering the effects of natural or man-made, operationally significant obstacles. He must be prepared to counter enemy movements by delaying, channeling, or blocking operational formations. The commander achieves this through the use of countermobility.

OPERATIONAL FIRES

The term *operational fires* refers to a commander's application of nonlethal and lethal firepower to achieve a decisive impact on the conduct of a campaign or major operation. Operational fires are a separate element of the commander's concept of operations (addressed separately from maneuver) but must be closely integrated and synchronized with the commander's concept of maneuver. Operational fires are joint, and potentially multinational, activities and are a vital component of any operational plan.

Operational maneuver and operational fires may occur simultaneously within a commander's battle space but may have very different objectives. In general terms, operational fires are *not* fire support, and operational maneuver is not necessarily dependent on operational fires. However, operational maneuver can be affected by such fires and can exploit opportunities created or developed by the JFC's operational firepower (Joint Pub 3-09). Operational fires are normally furnished by assets other than those required for the routine support of tactical maneuver. However, as the range of assets used to support tactical maneuver increases, those same assets will play a more significant role in the delivery of operational fires. The Army has significant capabilities for contributing to the joint, deep fight or planning and conducting its own deep operations, when necessary, using operational maneuver and/or organic operational fires.

Operational fires include targeting and attacking land and sea targets whose destruction or neutralization would have a significant impact on a campaign or major operation. Operational fires include the allocation of joint and multinational air, land, sea, and space means. In a war involving weapons of mass destruction (WMD), fires could become the predominant operational instrument.

A synchronized, systematic, and persistent plan of attack among air and land and, when applicable, sea and space commanders is essential. Air superiority enables the ARFOR to execute operations without interference from enemy air forces and maintains tactical flexibility. Air component missions that contribute most directly to land operations are counterair, close air support (CAS), air interdiction, special operations, airlift, and surveillance and reconnaissance. An example is air interdiction operations flown against an enemy heavy division maneuvering to counterattack friendly forces during friendly offensive operations. The land forces contribute to air operations by fire—suppression of enemy air defenses (SEAD), land-based air defense, ground defense of air bases—and by maneuver through attack helicopter operations or seizure of air bases and air defense sites by ground forces.

THEATER AIR CONTROL SYSTEM

The supported CINC must effectively employ the air capabilities provided by the assigned or supporting service or functional component forces within his AOR. Each component within the unified command structure may conduct a variety of air operations in the CINC's AOR. Additionally, supporting CINCs may also fly missions to support the supported CINC's objectives. The supported CINC must integrate assigned and supporting forces into his theaterwide air operations and ensure component direct support air operations are coordinated with his theaterwide operations. The A^2C^2 process

integrates the maneuver of Army aviation into the overall scheme of maneuver. Users of Army airspace achieve operational influence through the synchronization of air maneuver, using all battlefield operating systems focused throughout the depth of the AO. All Army airspace users fire and maneuver within the third dimension of the ground commander's AO. The A^2C^2 process is used to synchronize these Army assets in the area above the ground commander's AO.

To ensure this integration, the CINC may choose to establish a functional component—the JFACC. This responsibility is normally assigned to the service that has the preponderance of air assets and the best capability to command and control joint air operations. Responsibilities of the JFACC are described in Joint Pubs 3-01.2 and 3-56.1. If the JFACC is not established, the air component commander (ACC) is responsible for providing fixed-wing tactical air support to United States Army (USA) forces. Circumstances may require that the US Navy (USN) or US Marine Corps (USMC) provide all or part of the tactical air support for the ARFOR. Under such circumstances, the Naval component commander is responsible for providing the tactical air support. FM 100-103-1 describes multiservice tactics, techniques and procedures for integrating airspace C in a CZ. Figure 5-1 describes a notional C^2 structure for integration and coordination of joint fires.

The theater air control system (TACS) is not a formal system in itself but the actual sum of various component air-ground systems. The TACS includes the organizations, personnel, equipment, procedures, and techniques comprising the Army Air-Ground System
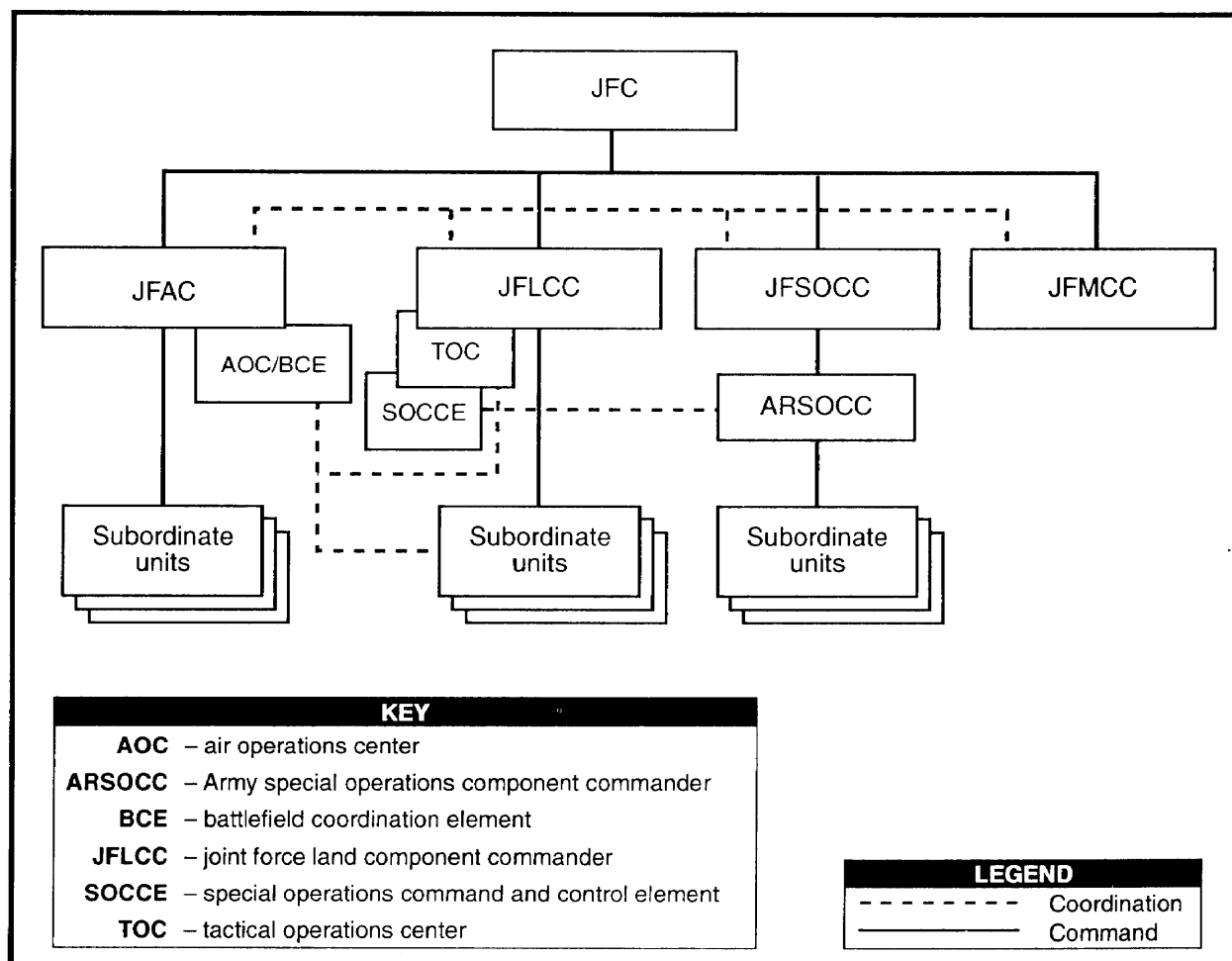

KEY

AOC	– air operations center
ARSOCC	– Army special operations component commander
BCE	– battlefield coordination element
JFLCC	– joint force land component commander
SOCCE	– special operations command and control element
TOC	– tactical operations center

LEGEND

– – – – – – – –	Coordination
————————	Command

Figure 5-1. Notional Joint Fires Command and Control Structure

(AAGS) and the Air Force component commander's (AFCC's) TACS-related responsibilities and missions. The AAGS is the system necessary for providing the land component commander or ARFOR with the means for receiving, processing, and forwarding the requests of subordinate commands for air support missions and for the rapid dissemination of information and intelligence produced by air means.

TACS provides the same type of system for the AFCC. A similar system exists within the USN and provides the USN-USMC naval aviation C^2 system for naval aviation. FM 31-12 contains a detailed discussion of the USN-USMC C^2 system and the additional agencies included therein. Although components and agencies of the TACS belong to different services and sometimes to different nations, they function as a single entity in planning, coordinating, and integrating air support operations with ground operations.

The AAGS begins at the highest echelon in the theater and extends through all echelons down to maneuver battalions. This system is used for coordinating and integrating tactical air support with ARFOR ground operations. The AAGS is composed of operations, fire support, air defense, Army airspace C^2, and liaison elements. Each Army component of the system is designed to operate with an element of the US Air Force (USAF) TACS but is also compatible with both USN and USMC air control systems. Figure 5-2 illustrates the components of a typical TACS and the locations of the liaison elements within the AFCC.

OTHER SYSTEMS

Technology is improving extended-range acquisition and attack systems such as the multiple launch rocket system (MLRS), the Army tactical missile system (ATACMS), and the Apache attack helicopter. These systems allow the Army to extend battle space and play a larger role in decisive deep operations.

Senior army commanders must orchestrate available Army, joint, and multinational lethal delivery systems to disrupt, delay, destroy, or degrade enemy operational forces or critical functions and facilities. They must ensure that systems designed to impair, disrupt, or delay the performance of enemy operational forces, functions, and facilities are coordinated with fires. The extended range and flexibility of attack helicopters and fire support systems make it possible to shift the focus and concentration of fires rapidly over the width and depth of the operational commander's battle space. EW, PSYOP, special reconnaissance, and SOF must be synchronized with operational fires in war, or they may be used by themselves in MOOTW.

PLANNING

In the past, theater air forces have provided operational fires; however, the increasing range and accuracy of projectile, rocket, and missile systems, combined with maneuver and attack capabilities from attack helicopters and light forces, now provide the Army commander with his own organic operational-fires capability. The ability of each service to engage targets at operational depths demonstrates the inherent joint and potentially combined nature of operational fires.

The senior army commander, in supporting the CINC's campaign plan, plans operational fires within his AO. His major role is to synchronize ground and air operational fires in his AO to achieve operational and tactical objectives. The army commander applies operational fires in depth to achieve operational objectives quickly with minimum casualties.

The army commander plans operational fires from the top down (the operational commander establishes objectives and designates and integrates targets, then passes them to the subordinate joint or allied units for execution). The Army commander executes those fires with organic and allocated assets and by nominating targets that he cannot strike with these assets to the JTCB. He uses the targeting process to shape the battle space and synchronize fire support, interdiction, and maneuver. He does this using the decide, detect, deliver, and assess (D^3A) methodology and participating in the JFC's joint targeting process.

The D^3A methodology enables commanders to respond rapidly with synchronized operations to events vital to establishing favorable conditions for mission accomplishment. The D^3A methodology is a process that helps a commander's structured attack of critical targets and creates a favorable battle tempo for friendly forces, particularly at decisive points and times during the operation.
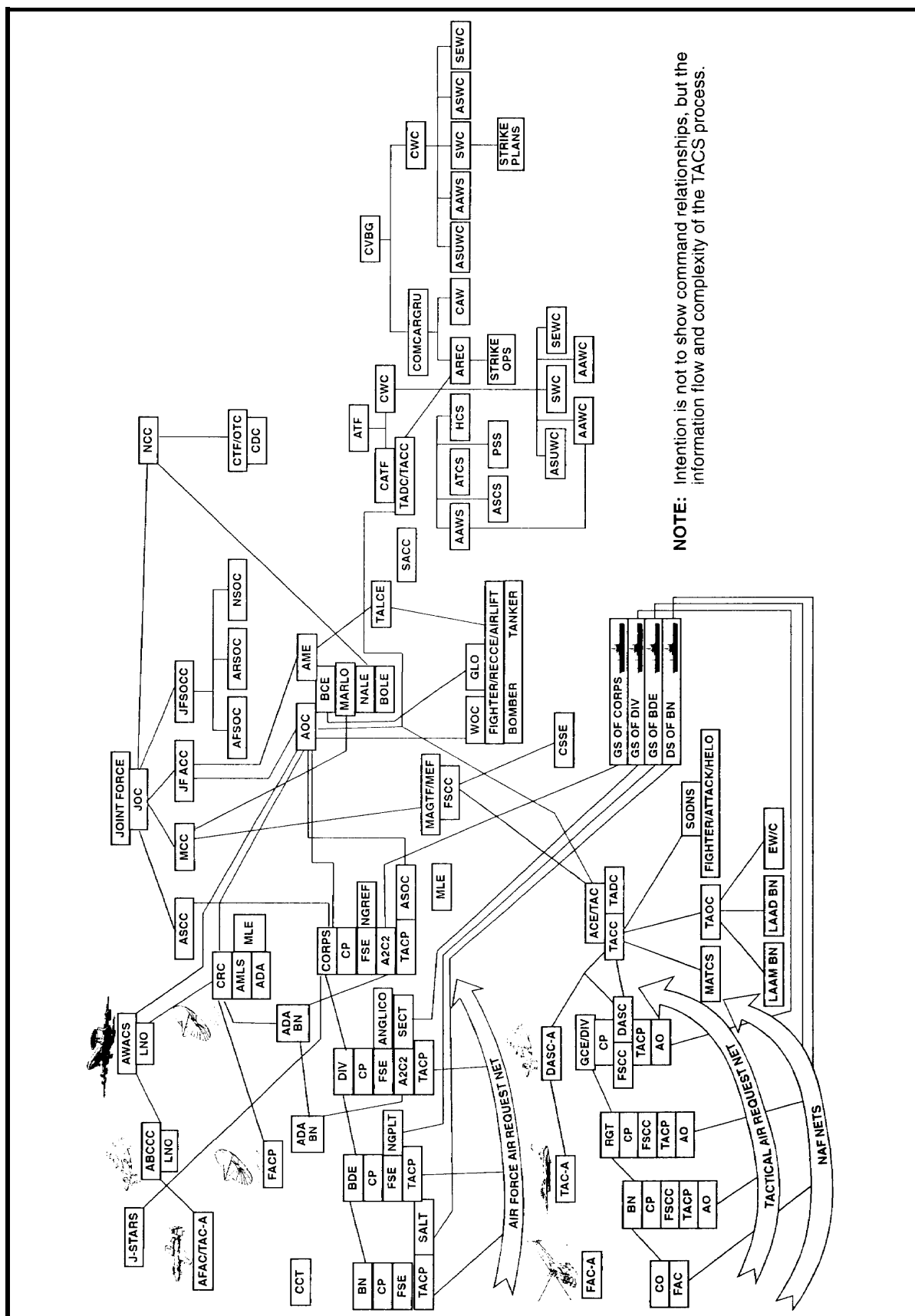
Figure 5-2. Theater Air Control System

During the air and artillery preparation of the Operation Desert Storm battlefield, the coalition forces delivered large numbers of cluster-type munitions and scatterable mines on the enemy. Due to several factors, including faster-than-anticipated rates of advance and a higher-than-expected dud rate coalition, ground forces operated in terrain heavily *seeded* with unexploded ordnance.

This methodology requires extensive lateral and horizontal coordination, which the staff does, based on the commander's intent. In planning operational fires, both ground and air component commanders consider the effects that all fires, especially scatterable mines and cluster-type munitions, may have on future ground operations. FMs 101-5 and 6-20-10 discuss the targeting process in detail.

Commanders concentrate the effects of their fires rather than massing the weapons themselves. Extended-range acquisition and attack systems allow the commander to reduce the vulnerability of his forces by dispersing the friendly forces and massing effects on the enemy. However, fires alone are unlikely to achieve completely operational objectives. Integrated properly with operational maneuver, fires can help achieve a decisive impact on the operation.

GENERAL TASKS

Operational fires help the Army commander accomplish his mission and protect the force. Operational fires achieve both operational and tactical objectives while holding enemy critical functions at risk throughout the depth of the battle space. Operational fires are more than *deep* fires. They achieve operational objectives by extending the battlefield in both space and time. Targets critical to the success of friendly operations exist throughout the depth of the battlefield. Current and emerging capabilities permit their acquisition and attack at increasing ranges and with faster response times. Operational fires expose or attack enemy centers of gravity. Attack of key operational targets helps to set the conditions for operational maneuver. Disrupting, delaying, or limiting critical enemy functions helps the commander dictate the terms for the close fight. Operational fires may hold or deny terrain in support of both operational and tactical objectives.

Tactical objectives are supported by the ability of operational fires to disrupt, delay, or limit enemy capabilities that would impact immediately on the current battle. Tactical objectives support the attack of committed enemy formations throughout their depth. This support helps the commander seize and retain the initiative, alter the tempo of operations, and set the conditions for decisive close combat.

Support of both operational and tactical objectives through operational fires is based on the ability of operational fires to hold all critical enemy functions at risk throughout the depth of the battle space. Operational fires neither leave the enemy a place to hide nor time to rest, critically limiting his freedom of action. As such, operational fires hasten the physical destruction of the enemy force and the disintegration of cohesive operations and demoralize the enemy's will to fight. In MOOTW, the availability of operational fires to the commander acts as a deterrent to escalation of conflict and, when necessary, provides him additional means to accomplish the mission and protect the force.

Also, the enemy may possess a sophisticated operational fires capability. The Army commander must consider enemy capabilities and establish measures to protect the force. Operational fires may be used to disrupt enemy capabilities before they can be used against friendly forces. Examples include theater missile defense, counterreconnaissance, surveillance and target acquisition, counterfire, and joint suppression of enemy air defenses (J-SEAD). Operational fires focus largely on one or more of three general tasks: facilitating maneuver, isolating the battlefield, or destroying critical enemy functions and facilities.

Facilitating Maneuver

Operational fires can facilitate maneuver in depth by suppressing the enemy's deep-strike systems, disrupting the enemy's operational maneuver and tempo, and creating exploitable gaps in tactical defenses. Interdiction and

maneuver are inseparable operations against a common enemy. *Interdiction* directs, disrupts, delays, or destroys the enemy's surface military potential before it can be used effectively against friendly forces (Joint Pub 1-02). Effective interdiction and maneuver are complementary operations designed to achieve the JFC's campaign objectives. Together they present the greatest dilemma to the enemy. The synergy achieved by integrating and synchronizing interdiction and maneuver assists commanders in optimizing leverage at the operational level.

When the campaign calls for ground operations to be decisive operations or defeat mechanisms, planning for the interdiction operations and target prioritization must be based on the ground commander's concept of operations. Just as air commanders (Naval and Air Force) know and understand the capabilities, strengths, and weaknesses of opposing air forces, ground force commanders must know and understand the capabilities, strengths, and weaknesses of opposing ground forces.

Proper interdiction planning requires both air and ground expertise. The interdiction and maneuver planning responsibilities of the operational-level commander fall into two areas: influencing joint air interdiction operations and ensuring that ARFOR and JFLCC target nominations are struck according to available assets. To ensure integration of interdiction and maneuver, the Army operational-level commander must—

- Define Army interdiction objectives and priorities and provide them to the JFACC.

- Establish allocation of CAS effort between subordinate Army forces and the operational headquarters.

- Ensure the deep operations coordination cell (DOCC) determines high-payoff and high-value targets.

- Ensure that consolidated target, nominations reflect ARFOR priorities.

- Recognize that Army targets do not automatically get higher priority.

- Facilitate notification to subordinate unit commanders when the JFC determines that the circumstances have changed and therefore alter asset allocation priorities.

- If designated as an appropriate ground forces commander, establish a fire support

coordination line (FSCL) within boundaries and in consultation with superior, subordinate, supporting, and affected commanders.

Isolating the Battlefield

Isolating the battlefield is another major task of operational fires. Operational-level commanders isolate the battlefield by interdicting enemy military potential before it can be used effectively against friendly forces. Commanders usually combine this isolation with other operations in a simultaneous attack designed to use superior combat power to achieve quick, decisive outcomes.

While interdiction destroys enemy forces, its primary contribution to the operation is curtailing the enemy's freedom of movement and information flow and influencing the enemy's battle tempo by diverting, delaying, and disrupting enemy forces. Interdiction can slow the action of enemy reserves and obstruct the redeployment or movement of forces.

Interdiction of the logistical support system disrupts enemy operations by choking off the enemy's combat power. Friendly ground and air forces must exploit the enemy's reduced freedom to maneuver and synchronize this reduction with other operations to achieve the desired tempo of operations.

Destroying Critical Enemy Functions and Facilities

Operational-level commanders may use operational fires to destroy critical enemy functions and facilities. Critical targets may include high-value C^2 systems, mobility assets such as fixed and mobile bridging, air defense sites, and enemy long-range delivery systems such as surface-to-surface missiles, theater ballistic and cruise missiles, airfields, and aircraft.

The objective in such cases is the deliberate elimination or substantial degradation of critical enemy operational capabilities, for example, attaining air superiority by destroying enemy air operations and air defense capabilities. Operational fires do not necessarily depend on other concurrent operations for success; however, they may be employed with other systems and maneuver in a simultaneous attack of enemy operational capabilities. Operational fires are particularly attractive in a theater where lack of resources may preclude major ground offensive operations.

ORGANIZATION

The senior army commander ensures unity of effort and purpose by organizing fires in his operational battle space. He is a major planner of operational fires and a major allocator of fire support resources. He closely coordinates joint and multinational assets. He allocates or controls resources and designates missions to subordinates. They attach forces, establish support relationships, or control usage; specify the degree of risk; and retain systems control. A primary consideration for the Army commander is the allocation of scarce operational fires resources, especially air assets.

COORDINATION

The senior army commander and his staff play a major part in coordinating joint and multinational assets. Under the guidance of the JFC, land, air, and maritime components execute major operations designed to attain strategic objectives. The JFC synchronizes operational-level fires as part of the joint planning process. This process entails component coordination and cooperation in the employment of all fires.

Deep Operations Coordination Cell

The DOCC[1] is a proposed fire support element at the operational-level headquarters that plans, coordinates, and executes employment of operational fires. Chapter 7 discusses the DOCC in detail. J-SEAD is an example of this type of coordination and cooperation.

Battlefield Coordination Element

The Army DOCC effects coordination with other services through the battlefield coordination element (BCE). The ASCC provides the BCE and collocates it either ashore or afloat with the ACC's air operations center (AOC) or theater equivalent. The BCE expedites the exchange of information through face-to-face coordination with elements of the AOC established by the ACC. The AOC is the operational facility in which the ACC centralizes the planning, direction, and controlling functions over all tactical air (TACAIR) resources.

The BCE's basic mission is to facilitate the synchronization of air support for Army operations. The BCE is responsible to the ASCC/ARFOR commander and coordinates with and receives objectives, guidance, and priorities from his operations officer (G3). Specific missions include processing land forces' requests for TACAIR support, monitoring and interpreting the land battle situation for the AOC, providing the necessary interface for the exchange of current intelligence and operational data, and coordinating air defense and airspace control matters.

Historically, the BCE has worked with the Air Force in this coordination role, but with the changes in world environment and joint doctrine, the Army BCE can expect to work in contingency operations with USMC and maritime air component commanders. Planners must identify and resolve problems that result from these less-practiced and less-refined linkages. If the BCE collocates with an AOC, it is organized into sections corresponding to the AOC's. Figure 5-3 illustrates the organization of the BCE and its interface with tactical air control. For more information on the BCE, consult FM 100-103, FM 100-15, and 71-100 series FMs.

OPERATIONAL PROTECTION

Operational protection conserves the fighting potential of a force so that it can be applied at the decisive time and place, Operational protection includes actions taken to counter the enemy's firepower and maneuver by making soldiers, systems, and operational formations difficult to detect, strike, and destroy. Operational protection pertains to forces everywhere in the theater of war or operations. Operational protection includes, but is not limited to-

•Providing operational air defense.

•Conducting deception.

•Protecting operational forces and means.

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1. To accomplish this mission, the 3d US Army formed a deep operations targeting cell during Operations Desert Shield and Desert Storm.
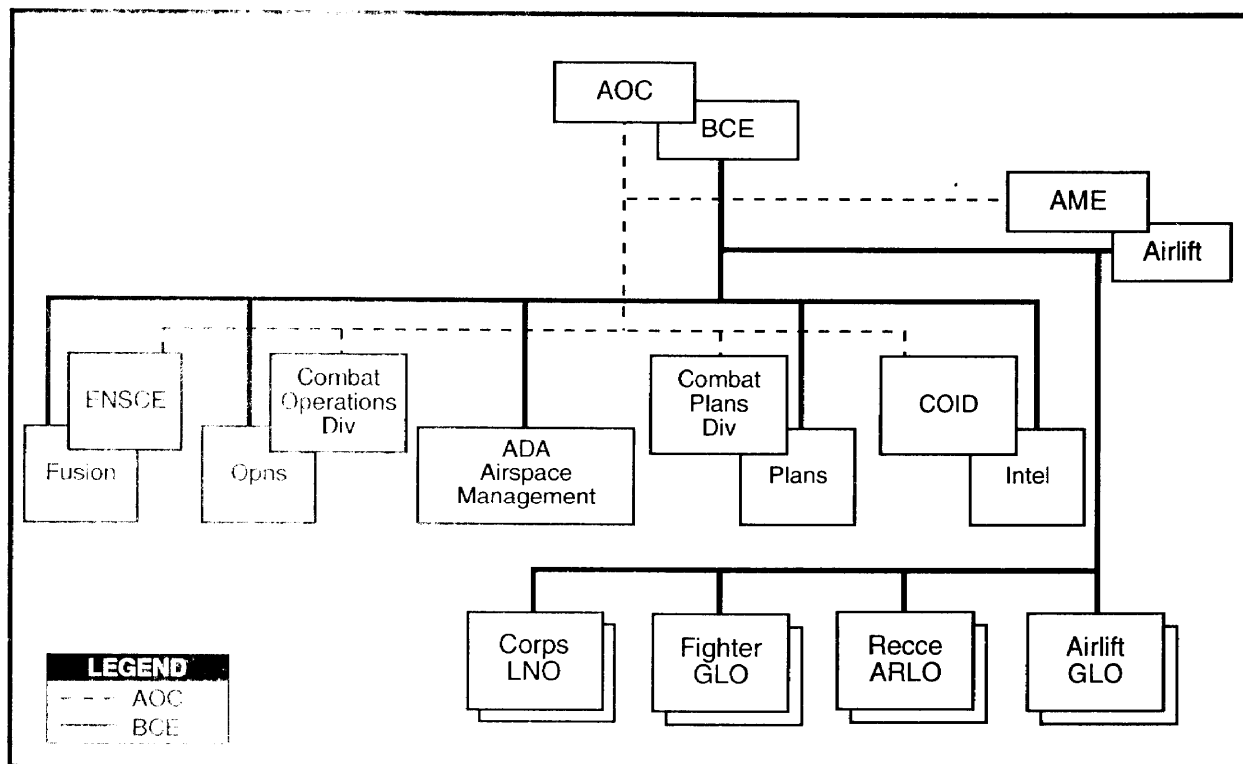
Figure 5-3. BCE/Tactical Air Control Interface

• Employing OPSEC.

• Providing security for forces and means.

• Conducting rear operations, which includes combatting terrorism.

• Conducting risk assessments.

• Planning for possible response or use of WMD.

PROVIDING OPERATIONAL AIR DEFENSE

All members of the combined arms team perform air defense operations; however, ground-based air defense artillery (ADA) units execute the bulk of the force protection mission. Army ADA provides protection to forces and selected geopolitical assets from aerial attack, missle attack, and surveillance. Significant considerations for employment of ADA in theater operations include its role in joint and multinational counterair operations, theater missle defense, the threat, available assets, and organizations.

Air Threats

The entire spectrum of threat air operations can be flown with theater-level assets. Enemy air operations may include tactical ballistic missile (TBM), air-to-surface missile (ASM), and cruise missile (CM) attacks, The full spectrum of enemy air threat includes UAVs, rotary- and fixed-wing aircraft, and airborne and air assault operations. The current approach to theater missile and air defense places emphasis on leveraging the synergy of joint capabilities to the maximum extent possible to counter the threat. Each joint force component addresses the target sets that they are best equipped to engage and destroy.

The first target set is ballistic missiles. Ballistic missiles can be strategic, operational, or tactical. They may also have guided munitions. Because of detection difficulties and inadequate kill potential, manned aircraft are inappropriate platforms to counter TBMs in the terminal phase. The TBM target set is best engaged by ground-based systems as demonstrated by Patriot ADA during Operation Desert Storm. Manned aircraft are best suited by design for air-to-air engagements of other manned fixed-wing aircraft.

A second target set committed against theater assets is cruise missiles, UAVs, and fighter/bomber aircraft that evade the defense

counterair operations of the joint air forces. Ground-based air defense systems are best equipped to engage these targets. UAVs and helicopter platforms typically operate at altitudes where fixed wing air-to-air combat is not employed. These targets are destroyed through ground-based systems, thereby contributing to protection of forces and geopolitical assets and denying the enemy surveillance of friendly force activities.

The contribution of all services to theater missile and air defense offensive and defensive tactics engages all applicable target sets. These offensive and defensive tactics cover all aspects of active and passive defense measures throughout the theater.

Joint and Multinational Counterair Operations

Joint and multinational counterair operations are conducted to attain and maintain a desired degree of air superiority by destroying or neutralizing enemy forces. Joint and multinational counterair operations include both offensive and defensive measures taken against enemy air threats. Offensive counterair (OCA) operations destroy, disrupt, or limit enemy air threats as close to their source as possible, whereas defensive counterair (DCA) operations are conducted primarily to counteract enemy air offensive actions to nullify or reduce the effectiveness of hostile air attacks.

Air defense forces conduct DCA operations using both active and passive measures. Active DCA operations use ADA; EW; Army aviation; and chemical (smoke), combined arms, and air elements to disrupt or destroy airborne enemy aircraft, missiles, and other aerial vehicles that pose attack and surveillance threats. Passive DCA measures such as cover, concealment, signature reduction, smoke operations, and deception frustrate enemy targeting efforts and minimize the effects of enemy attacks.

Theater Missile Defense

FM 44-100 states that the objectives of theater missile defense (TMD) are—

- To reduce the probability of and to minimize the effects of damage caused by a theater ballistic missile attack.

- To detect and target theater missile platforms.

- To detect, warn of, and report theater missile launch.

- To coordinate a multifaceted response to a theater missile attack.

- To integrate TMD with other combat operations.

TMD has four operational elements—*passive defense, active defense, attack operations,* and *command, control, communications, computers, and intelligence* (C^4I). The Army contributes to all four. Passive measures reduce the vulnerability of critical forces and assets to theater missile attack. Active defenses engage missiles and enemy aircraft armed with air-to-surface missiles in flight. Attack operations are conducted to prevent the launch of theater missiles. C^4I is required to coordinate and integrate the defense against the theater missile capability.

The senior Army air defense command in theater executes a key portion of the TMD concept. Air defense forces are task-organized to defend in a TMD task force. The TMD task force protects a mix of force organizations and geopolitical assets that represent a high priority for protection by the TMD. It is composed of two overlapping tiers. The upper tier is defended by theater high-altitude air defense (THAAD). The lower tier is defended by the Patriot. Through TMD, both OCA and DCA actions are taken against theater missiles. Simultaneous with the active defense operations to destroy inbound theater missiles are the attack operations to facilitate counterfires using the flight data of the threat TBM to locate the launch point. This is an operational action that can extend air defense activities far beyond the corps deep battle area. For additional details on TMD, refer to FM 44-100.

CONDUCTING DECEPTION

The conduct of deception contributes greatly to the protection and survivability of operational forces. Operational deception consists of those operations that purposely mislead enemy decision makers by distorting, concealing, and falsifying friendly intentions, capabilities, and dispositions. Deception includes protecting the commander's own intentions, disseminating misinformation to deceive the enemy about those intentions, obscuring areas of the theater, and determining the effect of the deception.